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Annual Conference on Community Development and Conference of State Ministers of Community Development and Panchayati Raj at Hyderabad

July, 1961

MAIN RECOMMENDATIONS, PROCEEDINGS & AGENDA NOTES

सत्यमेव जयते

Ministry of Community Development and Cooperation
(Department of Community Development)
Government of India

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PART I

I. AGRICULTURAL PRODUCTION

1. *Seed Farms*—[Agenda Item I(1)]—

1·1. Most of the farms have either been already provided with the required facilities or will be provided with them during the Third Plan period. A few farms, however, may remain without such facilities. Suitable provisions should be made for providing these facilities on all the farms during the first two years of the Third Plan by making adjustment in the States' Plans.

1·2. The seed farms on leased lands should be changed over to Government farms as quickly as possible, preferably within the first two years of the Third Plan. In one of the States the Government farms are not run by Government but Government lands are being leased to tenants for multiplication of improved seeds. This practice should be stopped and Government should run its own farms under the direct supervision and direction of the Agricultural Department.

1·3. The Block staff should work out the requirements of improved seeds for different crops for saturation and replacement and send the details to the District Agricultural Officer who should arrange to have the production programme of the seed farms arranged accordingly. The production of nucleus seeds and breeders stock should also be linked with this programme.

1·4. In many of the States the list of improved seeds suited to different tracts has been prepared. The States which have not done it so far should do so as early as possible. The list should not contain a large number of varieties under each crop. The existing lists should be revised so as to restrict the propagation of only those varieties which have proved their merit.

1·5. Adequate facilities for production of nucleus/breeders stock should be provided as quickly as possible.

1·6. At present it is not possible to give a time schedule as to when the entire area could be saturated with improved seeds. However, concentrated efforts should be made to achieve the targets fixed for the Third Five Year Plan.

1·7. Horticultural and arboricultural nurseries should be undertaken on the seed farms wherever possible. The area of the seed farm should be increased if it is necessary for this purpose.

1·8. Rent-free quarters should be provided to farm managers and other staff. To provide incentives to farm staff, a scheme of competition should be introduced at District Level in which all farms should compete. The farm giving the highest production per acre of quality seed should be awarded the prize and the amount of the prize should be distributed amongst all the staff in proportion to their salaries.

1·9. The I.C.A.R. have started training courses for seed testing and seed processing at Delhi. The State Governments should take advantage of this training by deputing their staff, dealing with the multiplication and distribution

of improved seeds. After this staff has been trained, similar training programme should be undertaken for all categories of personnel dealing with the multiplication and distribution of improved seeds in the States. One seed processing plant which the ICAR are recommending should be supplied to each State by them. In addition, the State Governments, should try to have such processing plants for as many farms as possible. These plants could be used at the farms as well as by the Cooperative Societies. The ICAR should supply the literature on this subject to all the State Governments, as soon as possible. In addition for seed testing, each State Government should establish a Seed Testing Laboratory.

1·10. The observations of the PEO*, in regard to the existing performance of registered growers were taken note of. The registered growers should be given training in the art of seed multiplication both in quantity and quality and that their farm should be properly supervised and their produce tested.

1·11. A training programme for young farmers should be started at selected seed farms. These young farmers should stay at the farms, should work on the farms, should be given stipends and should receive full training in different aspects of quality seed production including processing, seed treatment and storage.

2. *Arrangements for Supply and Services*—[Agenda Item I(2)]—

2·1. Some of the State Governments have completely handed over the distribution of fertilizers to cooperatives, while the others are in the process of handing it over.

2·2. As regards improved seeds, only U.P., Rajasthan, Assam, Orissa and Punjab have handed over the distribution work to cooperatives. The work of seed distribution and multiplication from A class registered growers onwards should be handed over to cooperatives during the Third Plan period in each State. It is also essential that these cooperatives should be subject to quality control and seed certification by the Agriculture Department.

2·3. The cooperatives have neither sufficient funds for procuring agricultural implements, plant protection equipment, pesticides, etc., nor do they generally get loans for these purposes from the central banks. Under these circumstances, the State Governments should give initial medium term loans for this purpose, which may be routed through the central banks. As regards distribution of water from Government outlets, the work should be progressively taken over by the local institutions, *viz.*, Cooperatives/Panchayats.

2·4. As regards coordination between the staff of the departments of Agriculture and Cooperation, at field level, it is being achieved through Block Development Committee/Panchayat Samiti and District Development Committees/Zila Parishads.

2·5. Necessary training should be imparted to Cooperative staff at all levels about the maintenance of the quality of improved seeds.

**Vide* Study of the Multiplication and Distribution Programme for Improved Seed, PEO Publication number 39 of 1961.

2·6. (*a*) Special assistance should be given for godown facilities to these cooperative societies which may not be in a position to have sufficient accommodation for storage of seeds and fertilizers.

(*b*) Where fertilizers distribution is handed over to the service cooperatives for widespread distribution in remoter villages, transport expenses had increased resulting in increased cost of the fertilizer to the farmers. The State Government should, therefore, consider making such adjustments as are feasible to equitably distribute the incidental charges on transport at different distribution points. The Ministry of Food & Agriculture should also consider a reduction in the sale price to allow a certain margin to the village cooperatives to meet the extra transportation charges.

(*c*) Each State should prepare a phased programme for handing over supply and service functions to the service cooperatives by the end of the Third Plan.

3. *Utilisation of Irrigation Potential*—[Agenda Item I(3)]—

3·1. The following are the important steps required for ensuring quicker and fuller utilisation of irrigation facilities—

(*a*) Timely construction of field channels.

(*b*) Levelling of fields.

(*c*) Evolving suitable cropping pattern and practices for the area.

(*d*) Demonstrations on Government land as well as private holdings.

(*e*) Selection of individual farmers and developing their entire holding into a model irrigated farm.

(*f*) Adequate and timely arrangements for supply of improved seeds, fertilizers, manures; provision of storage, transport and marketing facilities.

(*g*) Adequate and timely credit facilities.

3·2. The main difficulty in the implementation of many of the above steps is the inadequacy of funds for advancing to cultivators for changing over from dry to wet cultivation. It is estimated that the requirement of finance for this purpose may be of the order of Rs. 200 per acre on an average.

3·3. In new Project areas the above steps and operations should be undertaken to the extent possible to synchronize with the release of water under the Project.

3·4. Legislation is necessary for fixing the responsibility for construction and maintenance of field channels on beneficiaries. The legislation should also provide that in case of default by the beneficiaries this work is undertaken by the panchayats or ultimately by the Government at the cost of the beneficiaries. Experience of States like Andhra, Rajasthan and Mahdya Pradesh, where necessary legislation has already been introduced is that the response from the beneficiaries is so far below expectations and that most of the work has, therefore, had to be undertaken by the Government States where such legislation has not yet been introduced should take early steps to have it passed and to bring it in force in tracts where necessary.

3·5. Maintenance of minor irrigation works should progressively be entrusted to panchayats and other local organisations. States, in which this function has already been entrusted to panchayats feel that it is rather early to judge whether the performance has been satisfactory.

3·6. The funds allotted for minor irrigation from different sectors are generally being pooled at the block level. Steps should be taken to do so where this is not being done. The Conference notes the recommendation made in para 15 of Chapter 19 of the Third Plan to the effect that CD funds available under the CD block should give preference to schemes benefiting large number of persons jointly.

3·7. The Conference notes the point raised by the PEO in their Report on Minor Irrigation that in many cases there is under-utilisation of the capacity of pumps and private tubewells, because care is not taken to co-relate the capacity to the actual needs of the farmers and recommends that this point should be given due consideration, while granting financial assistance for such works.

3·8. The Conference emphasises the recommendations made at the last Annual Conference in regard to—

(*a*) Survey and integrated planning of minor irrigation possibilities at the block and district levels;

(*b*) provision of facilities for repairs to engines, pumps and other lift appliances, and

(*c*) earmarking of a minimum of two-third—the total provision under agriculture in the schematic budget for minor irrigation.

4. *Local Manurial Resources—Green Manuring and Composting*—[Agenda Item I (4)]—

4·1. A general survey of the requirements of local manurial resources has been made in most of the States. Detailed survey for each village has not been done. The general experience is that the compost programme has not received the desired popularity with the cultivators and this attitude, to a larger extent, has come in the way of preparing a phased programme during the Third Five-Year Plan. This programme should, therefore, be linked up with the preparation of village agricultural production plans.

4·2. In regard to compost the cultivators generally realise the benefits of using compost but the main difficulty is about its preparation which entails laborious task particularly by the women folk. As regards the use of green manures, the programme of demonstrations suited for different crops and local conditions should be intensified. In addition, raising of green manure crops mixed with other crops should also be taken up.

4·3. The pilot projects for the production of night soil compost indicates that social prejudice impedes the extension of the programme on a large scale. With the establishment of conservancy services to handle night soil in bigger panchayats, the programme should be taken up on the same lines as in urban areas.

4·4. In a number of States, green manuring has been undertaken on a large scale and the block staff is conversant with the green manure crops and the technique of green manuring. In certain States, however, the programme of green manuring has not gone ahead and special measures should be taken for selecting the particular green manure crops suited to the climate and soil conditions of different areas.

4·5. Supply of green manure seeds has been in certain areas a limiting factor for mass scale adoption. Measure taken in this behalf in some States have, however, borne fruits, and the States like Uttar Pradesh, Orrisa, have surplus quantities of Dhaincha seeds which could be utilized by other States. While efforts should be made to make as many villages as possible self-sufficient in green manure seeds, the requirements of the other villages will have to be met by purchases from surplus areas. The improved Seeds Corporation which is coming into being in the Ministry of Food & Agriculture should also take up this work.

4·6. Each State should prepare a phased progamme for achieving the targets fixed in the Third Plan.

5. *Improved Agricultural Implements*—[Agenda Item I(5)]—

5·1. Every Gram Sevak should be supplied with a set of improved agricultural implements of proven value for demonstration purposes in States where it has not been done so far. This set should be in addition to the one which is being kept at the block headquarters.

5·2. Although the decision to accord "core priority" to the supply of iron and steel required for agricultural purposes has eased the situation to some extent, there is still considerable scope for its improvement. To meet the situation, the following suggestions are made—

(*a*) The position regarding re-rolling of agricultural sections needs careful examination from the view point of making it a profitable proposition on the part of re-rollers.

(*b*) There should be adequate number of re-rolling mills and these should be equitably distributed throughout the country among the different States.

(*c*) A certain percentage of high carbon steel scrap should be earmarked for agricultural purposes.

(*d*) A Special Officer from the Ministry of Food & Agriculture should be located in the office of the Controller of Iron & Steel, Calcutta, for liaison work between the State Governments and the Iron and Steel Controller for removing the bottlenecks.

5·3. The manufacture of improved agricultural implements, on an extensive scale, is handicapped because the fabricators do not get the technical advice required by them. In some States such advice is being made available to the fabricators. Where it is not, the State Govenments should arrange to provide it. The State Govrernments should also consider utilising the facilities in the 16 Small Industries Service Institutes for giving advice to fabricators. In addition, Extension Centres should also be utilised for giving necessary advice.

5·4. There is an acute shortage of trained agricultural engineers and they are in great demand by the State Governments as well as fabricators. Since there are only two institutions in the country (Kharagpur and Allahabad) with a capacity to turn out 50 Engineers annually, steps must be taken as early as possible to augment their capacity and to make good this shortage.

5·5. A few fabricators must be established in every Industrial Estate set up by the Industries Departments of States.

5·6 Certain facilities, such as heat-treatment, casting, etc. which an individual fabricator cannot afford on his own should be made available at Government run centres. Another reason is that a small fabricator cannot possibly produce implements at prices within the reach of our farmers, unless these comon facilities are available at reasonable cost. Another way in which the prices of implements produced by small fabricators may be reduced is by exempting their sales from Sales Tax.

5·7. Every State should have a well-equipped workshop for the manufacture of proto-types of improved implements and to serve as a centre for research and testing. Research, Testing and Training Centres should be free to undertake manufacture on a commercial scale, but, in the main, they should concentrate on the production of improved proto-types and of implements which are not in the market and of components of special quality which may be used by other fabricators.

5·8. Targets based on an assessment of district and block requirements of improved implements should be fixed and time-schedules evolved for attaining them.

5·9. To enable Cooperative Socieities to supply implements on credit to their members, they should be given the necessary funds, through the Central Cooperative Bank, by the State Governments, or other bodies, such as the Reserve bank of India, State Bank of India, Marketing Society etc. etc.

5·10. Every Gram Sevak's training centre should have a small workshop suitably staff·d and equipped to teach gram sevaks and young farmers how to maintain and repair improved implements besides teaching local artisans how to make them. Only 25 of nearly 100 centres have such workshops. The programme o provide the remaining centres this facility should therefore, be expedited.

5·11. A Committee or Board, which should include representatives of farmers and manufacturers, may be set up at the State level to assist in drawing up production programmes and to devise suitable arrangements for distribution and timely supply of raw materials.

5·12. As small fabricators cannot possibly bring down the cost of implements to the limits which the small farmer in India can afford, the industry should be subsidized in respect of certain implements at least. In addition to promote sale of such implements, subsidy should be given to farmers also.

6. *Effective and Purposeful Demonstrations*—[Agenda item I(6)]—

6·1. The observations made by the Central Institute, Mussoorie are generally agreed to.

6·2. It is noted that the Ministry of Food and Agriculture have appointed a Committee to draw up a list of items of improved agricultural practices to be demonstrated by the extension staff in different parts of the country Some of the States have already drawn up such lists for each block. The Ministry of Food & Agriculture proposes to advise revision of these lists in the light of recommendations to be made by the Standing Committee and to prescribe the list for the blocks where such lists have yet not been drawn up. By and large, the recommendations of the Ministry of Community Development in regard to the number of demonstrations that a VLW should carry out in each crop season have been accepted by the State Governments. While the performance in regard to the number of demonstrations carried out by the VLW is fairly satisfactory, there is a great scope for making them more effective and purposeful.

6·3. For laying out demonstrations, the Extension Wing of the Food and Agriculture Ministry should bring out a pamphlet for the use of extension workers in the blocks.

6·4. It was noted that the syllabus of VLW training had been reviewed to improve the training of V.L.Ws. so as to enable them to carry out purposeful demonstrations.

7. *Village Agricultural Production Planning*—[Agenda Item I(7)]—

7·1. *Agency to prepare and implement Village Agricultural Plans*—The agricultural production plan should be prepared for each revenue village. The Village Panchayat in collaboration with the Village Cooperative should be responsible for its preparation and implementation. Progressive farmers such as Gram Sahayaks should be closely associated with Panchayats in drawing up of the plans. No rigid frame work need, however, be prescribed for this purpose. But where guidance is sought by the panchayats, State Governments may suggest to them the formation of a Committee called the Agricultural Production Committee. The Committee may consist of the following—

1. President of the Panchayat or the resident representative of the village panchayat and three other panches from the village.
2. Chairman/Secretary or two other representatives of the cooperatives.
3. A few progressive farmers, such as Gram Sahayaks.
4. A school teacher interested in agriculture.
5. Patwari/Karnam.
6. Secretary of the Panchayat.

7·2. There should be elasticity in the formation of the Committee suggested above. Its personnel may vary according to conditions prevalent in each State.

7·3. *Pre-requisites for drawing Village Agricultural Production Plans*—Basic village agricultural data and reliable information regarding likely availability of supplies, services and credit, etc. and the pre-requisites for drawing up the village production plans.

(*a*) *Collection of data*—The data to be collected should be confined only to such items as are essential for drawing up the plan. The data should be capable of being collected from Gram Sevaks, patwaris, farmers and by local enquiry, in the shortest period possible. Where necessary, State Governments may indicate an illustrative list of data for the guidance of the Panchayat/ Agricultural Production Committee. These data should be collected and kept ready sufficiently before the programme planning is taken up.

(*b*) *Assistance from above and strengthening of the cooperatives*—The Panchayat Samiti has the responsibility to indicate to the panchayats an estimate of resources which would be available to them from outside, such as seeds, fertilisers, credit, etc. Where the local primary cooperative society is weak, urgent efforts should be made to revitalise it since it has to play a vital role in providing facilities of credit and supply etc. which form an important part of programme planning.

7·4. *Working of a Draft Plan*—On the basis of the village agricultural data and the information regarding supplies, etc., assured from above, the panchayat (the village agricultural production committee) will work out a draft village production plan. The plan will be in the following two parts—

1. Identification of items of production programmes to be undertaken in the course of agricultural season.
2. Selection of cultivators who are desirous of improving their production and associating themselves with progressive farmers.

7·5. As regards the first part, agricultural production programmes would consist of realistic items of work, practices and demonstrations to be adopted in the village. These programmes will be of two types—

(*i*) programmes based on self-aid and village community effort; and

(*ii*) programmes based on outside resources supplemented by the resources of the farmers.

7·6. The above programmes would again be categorized as those that could be executed by the individual farmer in his own farm, e.g., improved agricultural practices, multi-cropping, better management of land, etc., and those that could be undertaken by groups of farmers or the village community as a whole like maintenance of field channels, building and utilization of irrigation potential, soil conservation, contour bundings, etc. The following will be some of the basic criteria for selection of works to be included in the agricultural production plan—

1. These must be practicable and achievable by most cultivators in the village;
2. These should concentrate on the use of local manpower and readily available resources ;
3. These should, as far as possible, be of short term duration so that their results are immediate and effective;

4. These should not involve excessive financial outlays and considerable dependence on outside materials which are difficult to secure; and
5. These should reflect exact utilisation of outside assistance in the form of seeds, services, etc., ensured to the villages from above.

7·7. The second part of the village Agricultural Production Plan is the selection of cultivators who are keen to adopt improvements in production techniques and land management and who are willing to work (individually or in groups) in association with Gram Sahayaks and other progressive farmers in increasing their production. Informal groups of willing farmers working with one another on these lines would be of great help in implementing the village Agricultural Production Programme through self-aid and mutual assistance of farmers. In this connection the Village Level Workers and others should try to see that trained Gram Sahayaks play the role envisaged for them.

7·8. The Panchayat/Agricultural Production Committee might have to hold one or two sittings to prepare the Plan and fix responsibility on individuals and group of individuals. Responsibilities in this context will be of two types, one relating to areas where programmes like contour bunding, field bunding, dry farming, afforestation, soil conservation, construction of field channels are to be undertaken. What the cooperative and the panchayat will have to do to help the cultivators in implementation of the Plan should also be clearly laid down. These stages of work should be completed at least one month before the crop year. The exact time schedule will, however, vary from State to State in accordance with the crop season.

7·9. Having framed the draft production plan with a view to mobilising support and ensuring full participation, the Village Panchayat should call for a general meeting of the Gaon/Gram Sabha to which all the heads of the families, particularly the cultivators should be invited. The draft plan prepared by the Agricultural Production Committee should then be placed before the Gaon Sabha for discussion and finalisation. It is expected that the Sabha will discuss the data and draft plan in detail and suggest such changes as they may deem necessary.

7·10. *Publicity of Plan*—Village Agricultural Production Programme prepared and approved by the Panchayat and Gram Sabha should be exhibited at prominent places in the village, preferably at the village chavdi, Panchayat office, cooperative office, school, etc.

7·11. Copies of the final plan may be sent to the panchayat samiti/union and village level workers, who will assist the Agricultural Production Committee in its implementation.

7·12. *Follow-up Work*—Village Panchayat (Agricultural Production Committee) may entrust follow up of different aspects of the Village Agricultural Production work to selected individuals—members of the Committee, Gram Sahayaks and others according to the responsibilities accepted by them. Each selected Gram Sahayak should also demonstrate in his own fields selected improved practices which are likely to have a direct impact on income of production in the village. Progressive farmers organising such demonstrations should invite other cultivators to their fields.

7·13. *Action part*—At the village level, the village panchayat together with the Village Cooperative (Agricultural Production Committee) will be responsible for the execution of the Plan. The Panchayat (P.A.C.) may meet at least once a month to take stock of the situation and assess the progress made in implementing the approved programmes. It will also suggest such correctives as may be necessary and seek guidance of the B.D.O. and Agricultural Extension Officer. The Village Level Worker would attend the monthly meetings of the Panchayat (Agricultural Production Committee), participate in them and send reports to the Panchayat and the B.D.O. each month on the work being done including the gains made.

7·14. The Gram Sevak on his part will also meet, discuss their work and problems with individuals on whom the responsibility of implementation of various items of work has been placed. He should also help the Village Production Committee secure the agreed requisitions for supply, services and credit in time and see that these requisites are processed promptly and services, etc., made available in good time.

7·15. At the block level it will be the responsibility of the B.D.O. and his Block Team to indicate to the village panchayats through the V.L.Ws. the quantum of supplies and services to be made available to them in the light of which the Village Panchayat (The Agricultural Production Committee) will be able to draw up their production programmes. They should also attend the meeting of the Village Panchayat (Agricultural Production Committee) called to formulate and discuss the village agricultural production programmes. As a rule, the B.D.O. should try to attend at least one meeting and the Extension Officer (Agriculture) and the Extension Officer (Co-operative) at least two meetings in the village. The B.D.O. may also allot such duties as may be necessary in this regard to other Extension Officers if their load of work justifies it. The Block staff will ensure technical advice for the village plans and also see that these are tied up with the Block and other schemes drawn up for the area by higher authorities.

7·16. At the District level, the District Agricultural Officer should obtain from the State Headquarters estimates of the resources which would be available to the blocks such as fertilisers, seeds, credits, etc. and make them available in time to block authorities. (This may even be in terms of the round percentage of the last year's figure). Further, the District Agricultural Officer will be squarely responsible for supervision and execution and the preparation of Village Agricultural Production programmes at least in one village in his area. He will also be responsible to approve and provide the type of technical know-how needed in the field and arrange for training programme, supplies, etc.

7·17. At the State level, the Department of Agriculture and the concerned Departments should take various necessary steps to indicate in advance the quantum of supplies and services likely to be made available to the districts.

7·18. *Phasing of the Programme*—Preparation of village agricultural production programmes should be taken up in all the villages of the block. Every village should have a plan, however preliminary it may be in the beginning.

Drawing up of a village agricultural production plan is an educational exercise as well as practical task to be accomplished in every village as early as possible. In the initial selection of villages for this purpose, preference should be given to such villages which have strong cooperative societies. In villages where cooperatives are not strong special attention should be paid by Panchayats to revitalise them as an important pre-requisite of village agricultural production programme.

7·19. In one or two villages/panchayats preferably in each V.L.W.'s Circle headquarters in each block, the village production plans should be worked out with great care so that it can serve as an example and be the basis for discussion and exchange of views amongst people from other villages in the block. This would help avoid all villages going through the same difficulties and errors. This does not mean that other villages do not attempt village production plans, but only that as far as possible proven guidance and example becomes available to all villages in the blocks as early as possible.

7·20. *Encouragement of participants*—In order to support the Panchayats in building up the above programme, encouragement in two directions will have to be provided. One is progressively higher training for Gram Sahayaks in institutions and through Bharat Darshan tours and seminars. The other is exchange of farmers from within the Block and State, and even beyond the State.

The need for mass training of farmers at the village level in preparing village production plans and carrying them out with enthusiasm should be emphasized.

8. *Report of the P.E.O. on the evaluation of the Gram Sahayaks Programme*—

8·1. The Conference considered the report of P.E.O. on the Evaluation of Gram Sahayaks Training Programme and recommended that action may be taken on the following lines—

(*i*) The need for selecting progressive farmers as auxiliary extension workers in villages and their training is recognised. The programme should, therefore, be continued.

(*ii*) The persons for Gram Sahayaks' training will preferably be the members of the functional sub-committees for agricultural production of village panchayats, and other progressive farmers.

(*iii*) The selection of progressive farmers for training should be made by the village panchayats.

(*iv*) The training may be continued in the 1st group of subjects viz., agriculture and allied subjects. The syllabus needs to be revised to include problems in the field of agricultural production. It would also have to take into account the need for proper preparation and implementation of village production plans.

(*v*) The training should include discussions, field trips, demonstrations, visits to selected agricultural, poultry and fishery farms, etc. to show the trainees improved methods in the field of agriculture, animal husbandry and fisheries. Visits to nearby cooperatives,

which are well run, may also be arranged. The training must be made more effective and purposive. To make the camps more attractive, subjects, other than agriculture may be briefly referred to without losing sight of the emphasis on agriculture.

Agricultural production being the most important subject, it is necessary to continue the camps in this subject, even if two or more camps have been held earlier in any area. Separate camps on 'Panchayati Raj and Sahakari Samaj' may also be held in addition to further camps on agriculture.

(*vi*) The detailed syllabus for training Gram Sahayaks in 'Panchayati Raj and Sahakari Samaj' would have to be worked out separately.

(*vii*) Normally not more than one camp need be held in a V.L.W. circle every year.

(*viii*) In addition to the above, it is desirable to organize one camp per block, each year, during the next two years for village women workers, the camp can be held in one of the villages where the Gram Sevika works.

(*ix*) The training of trainers of the Gam Sahayaks should be arranged afresh. In this category the Extension Officers (Agriculture), (Animal Husbandry) (Cooperation), (Panchayats), Social Education Organisers and Mukhya Sevikas may be included. Some of the progressive and successful farmers and other non-officials as are connected with Panchayati Raj and Cooperative Movement, as well as leading women workers may be invited to deliver talk and lead discussion groups.

(*x*) The Gram Sahayak camps must be of the stay in type, and must be at least of three days duration.

(*xi*) The detailed suggestions contained in the Manual of Village Leaders Training Camps may be adopted subject to the above modifications.

(*xii*) Provision has been made for incurring expenditure from the Block funds towards the training of women workers. Excepting for this provision, normally block funds should not be utilised for the running of these camps unless it is found that the host village, and the participants are unable to meet the incidental expenses for running the camps. However, for purposes of arranging demonstrations etc., the funds available under 'Agriculture and allied heads' block budget may be freely used.

II. SMALL AND VILLAGE INDUSTRIES

The Conference reviewed the progress of the integrated small and village industries programme and considered the agenda under the following heads—

9. *Coordination of Gram Ekai Work in Blocks*—[Agenda Item II (1)]—

9·1. The Conference took note of the principal features of the Gram Ekai scheme and recommended that, in view of the fact that both statutory and non-statutory agencies were already functioning under the Community

Development Programme, an effort should be made to fit in the Gram Ekai Scheme with the agencies and programmes already in the field. The Conference made the following recommendations—

9·2. So far as the Block areas are concerned, with regard to the actual establishment of Gram Ekais, such areas should be selected with the concurrence of both the Gram Panchayats in the area and the Block Panchayat Samiti concerned. This concurrence of the Gram Panchayat and the Panchayat Samiti should be sought after about 80 per cent of the families of the Ekai areas have taken a decision to constitute an Ekai.

9·3. The Gram Ekai organisation should provide representation to Village Panchayats and the Panchayat Samiti in the area as their cooperation and help would be essential for the successful implementation of the Ekai Programme.

It was also suggested that representation should be given on the Ekai Organisation to cooperative agencies operating in the area.

9·4. With regard to similar coordination on district and State levels, the Conference felt that the issue might be deferred for the present until some experience of the working of the Ekai Programme had been gathered.

9·5. The Conference also discussed the point relating to the adequacy or otherwise of the existing Block staff to implement the Ekai Programme and recommended that, in the initial stages of the scheme, it should be possible to work with the existing Block staff and that the question of extra staff should be considered when the number of Ekais in each area had increased in number. However, in areas where, owing to local conditions, the appointment of additional staff is necessary at the Gram Ekai or Block level, such staff may be provided.

10. *Review of progress, difficulties, and problems in the implementation of the Integrated Village Industries Programme*—[Agenda item II (2)]—

10·1. The Conference noted the progress made by village and small industries in block areas under various programmes since it met last at Srinagar. For a further assessment of progress, it was suggested that quarterly progress reports should be obtained from the States by the Ministry in respect of all schemes of the integrated programme.

10·2. *The Integrated Programme*—The Conference felt that the attention of State Governments should, in particular, be once again drawn to the following—

10·3. *Allocation of 50 per cent of the total expenditure on small and village industries for expending in rural areas*—It was noted that in so far as programmes relating to sericulture, handloom, khadi, village industries and coir were concerned, generally speaking more than 50 per cent of the available funds was to be spent in the rural areas. In respect, however, of programmes for small scale industries, the Conference felt that efforts should continue to be made to attain an expenditure of at least 50 per cent in rural areas, notwithstanding the difficulties likely to be encountered in implementing such

programmes. It was felt that no effective progress could be made with rural industrialisation unless programmes for small scale industries and Industrial Estates were also extended to rural areas.

10·4. *Integrated Programme under the Third Plan*—The Conference was of the opinion that a balanced and integrated programme of rural industrialisation should comprise the following—

(*a*) Rural Industrial Estates,

(*b*) Common Facility Centres/Rural Workshops,

(*c*) Cluster Type Training Centres,

(*d*) Rural Electrification,

(*e*) Supply of improved tools to artisans,

and in the allocation of funds in each area both diversification and integrated development should be given appropriate importance. In order to make the training of artisans more effective the Conference also recommended that arrangements should be made to train these trainers of Cluster type Training Centres. Proper syllabi of training should also be drawn up.

10·5. *Surveys*—It was noted that although general occupational and artisan distribution surveys had been carried out in the Majority of blocks, the systematic investigation of industrial potentialities had not been undertaken on the same scale. The Conference recommended that for the proper planning and formulation of integrated small and village industries programmes such surveys should be undertaken and completed by the Block Extension Officers (Industries) and other technical officers of the Industries Department within the first year of the commencement of work in the Block. It was also suggested that both occupational and area surveys should be repeated at least once in two years.

10·6. *Provision of funds for Loans to Artisans from Departmental Budgets*—The Conference noted the previous recommendations made by the Srinagar Conference and further emphasised that having regard to the growing needs of Block areas, an amount of at least Rs. 15,000 per block should be made available from the provision for loans under State Aid to Industries Act. This would be in addition to the provision of Rs. 15,000 per block from the schematic budget.

10·7. So far as industrial cooperatives were concerned, it was recommended that large provision for share capital loans to enable societies to increase their borrowing capacity should be made. The Conference noted that in some States, individual loans granted to artisans are pooled by them to serve as the capital requirements of the societies formed by them. It was suggested that this method of augmenting the capital requirements of industrial cooperatives might be considered by other States.

10·8. *Rural Electrification*—In order to enable better utilisation by rural industries of the rapidly expanding benefits of rural electrification programmes, the Conference felt that on the district and block levels, the planning and implementation of electrification programmes should be carried out with closer reference to rural industrial needs. Assistance available for rural industrialisation may also be specially made available to these areas. Advance and

effective publicity about areas to be electrified should be given and Panchayat Samitis should make greater use of such information for detailed planning of industrial development in their own areas. Another suggestion was that a substantial portion of the subsidies available for rural electrification should be reserved for utilisation in rural areas.

10·9. *Coordination between different Boards and Block Agency*—The Conference noted the considerable progress achieved in promoting effective coordination between different Boards and agencies at block and district levels and further recommended that these efforts should be continued and intensified so that the block is accepted by all agencies concerned as the unit for planning and implementation of all programmes of rural industrialisation.

10·10. *Coordination between the Development Commissioner and the Director of Industries*—The Conference felt that the primary responsibility for the implementation of the rural industries programme must continue to rest with the Director of Industries, but having regard to the rapid expansion of small and village industries programmes in block areas, the State Development Commissioner could make a useful contribution to the better implementation of these programmes by ensuring that administrative and other requirements on the block level were satisfactorily fulfilled by the agencies concerned. With the increasing demands of these rapidly expanding programmes of rural industrialisation, both the Development Commissioner and the Director of Industries will be called upon to assume larger responsibilities for concurrently planning different aspects of programmes and for ensuring their satisfactory implementation.

III. PANCHAYATI RAJ

11. *Progress of Panchayati Raj*—[Agenda Item III(1)]—

11·1. The progress made in this direction in most of the States was taken note of. Concern was however felt with regard to some of the States in which the progress of Panchayati Raj has been extremely slow. These States should take necessary steps towards speedier implementation of this scheme as already recommended by the National Development Council.

12. *Acid Tests of Panchayati Raj*—[Agenda Item. III(2)]—

12·1. The Conference agreed to the enunciation of identifiable tests by which every tier in the system of Panchayati Raj could satisfy itself about the discharge of its responsibilities and recommended the following tests for this purpose—

1. Production in agriculture as the highest national priority during the Third Plan.
2. Promotion of rural industries.
3. Development of cooperative institutions.
4. Development of local resources including the utilisation of man-power.

5. Optimum utilisation of resources available to Panchayati Raj institutions such as money, staff, technical assistance and other facilities from higher levels.
6. Assistance to the economically Weaker Sections of the community.
7. Progressive dispersal of authority and initiative, both vertically and horizontally, with special emphasis on the role of voluntary organisations.
8. Understanding and harmony between the people's representatives and the people's servants through comprehensive training and education and a clear demarcation of duties and responsibilities.
9. Progressive increase of competence both in officials and non-officials.
10. Cohesion and cooperative self-help in the community.

The Conference considered the various steps that have to be taken for fulfilling the above tests and made the following recommendations—

12·2. *Production in Agriculture as the highest national priority during the Third Plan*—

12·2·1. Zila Parishads should review the District segment of the State Plan and communicate to the Panchayat Samitis the block segments together with an indication of the likely availability of external assistance for the purpose of implementation of the production plans. While such programmes based on outside resources would form one part of the village production plans, the other part would comprise selfaid programmes.

12·2·2. Zila Parishads should formulate a programme for the preparation of village production plans in at least one village per block on a pilot basis. The District Agricultural Officer should be responsible for the preparation of these plans so that they can serve as examples for extension to other villages progressively.

12·2·3. Panchayat should be responsible for ensuring that the system of preparation of village production plans is established as a normal practice. Some recognition should be accorded to Panchayats for mobilising the resources and putting forward strenuous efforts of their own in this regard. An effective system may be evolved to measure the increased production resulting from such efforts. After this is done, adequate incentives may be given to these bodies in terms of additional allotment of funds and provision for training and study tour for the various workers.

12·2·4. The Gram Sabha should be associated actively in the preparation of the village production plans in States where this is not being done.

12·2·5. The village community has certain local problems and difficulties which require solution in order to enthuse them for better participation in productive efforts. Such difficulties should be taken due note of and reviewed by the higher level bodies for report to the Collector or District Technical Officers for remedial action.

12·2·6. The Panchayati Raj institutions could utilise the technical agency in planning and ensuring the technical soundness of agricultural demonstrations. It should also regularly review the results of these demonstrations. In particular, the Panchayat through its Production Committee should be responsible to see that successful practices established by such demonstrations are adopted and continued by the farmers concerned.

12·3. *Promotion of Rural Industries*—The Conference made the following recommendations—

12·3·1. Panchayats/Panchayat Samitis should initiate programme which can be formulated and implemented at the village and Block levels.

12·3·2. The Zila Parishads and Panchayat Samitis should work out with the assistance of the State Industries Department programme which require funds and other external assistance.

12·3·3. Panchayat Samitis should play a more positive role with regard to Rural Industries Programme. A suggestion has been made that as the absence of entrepremurial ability in the rural areas has proved a handicap, the Panchayat Samitis should themsevles establish and run certain industries, such as processing and servicing etc. principally catering to local needs. It is considered that it may not be practicable to implement this suggestion having regard to their limited resources and their existing functions.

12·3·4. Panchayats and Panchayat Samitis should encourage and propagate the use of products of local village industries in their areas. They should do their best to see that at least a sizeable percentage of the production is locally consumed.

12·3·5. The Panchayati Raj bodies should assist the training programme of artisans by helping in the selection of trainees and their systematic follow-up.

12·4. *Development of Cooperative Institutions*—The Conference made the following recommendations—

12·4·1. Panchayati Raj institutions should take steps for promoting and strengthening service cooperatives within their areas as agricultural production plans can be implemented only if credit and supplies are provided by cooperatives. Revitalization of service cooperatives should be an important task.

12·4·2. It should be the primary responsibility of the Panchayati Raj institutions to promote the fulfilment of the following in a progressively increasing measure so that ultimately every family is enabled to become a member, in its own right, of the village cooperative:—

(*i*) Coverage of villages by cooperatives.

(*ii*) Coverage of rural families by cooperatives.

(*iii*) Total volume of credit given by cooperatives.

(*iv*) Improvement in recoveries and overdues.

(*v*) Supplies and services made available by cooperatives.

(*vi*) Volume of produce marketed through cooperatives.

(*vii*) Volume of produce processed through cooperatives.

(*viii*) Organisation of artisans into cooperatives.

(*ix*) Increase in share capital and deposits of cooperatives and small savings.

(*x*) Progress in giving loans against production Plan.

12·4·3. The need for assessing the extent to which progress has been made in giving loans against production plans to marginal and sub-marginal cultivators was stressed. It was noted that the Cooperative Department would be getting data on this point.

12·4·4. The Conference took note of the fact that a committee is being appointed by the Ministry of Community Development and Cooperation to study the relationship between the Panchayat and the cooperative. This Committee may examine the question whether the Panchayat should be an institutional member of the cooperative and be entitled to subscribe to its share capital.

12·5. *Development of local resources, including the utilisation of local manpower*—

12·5·1. The Conference was of the view that important programmes for development of local resources among others may include

(*a*) utilisation of irrigation water,

(*b*) local manurial resources,

(*c*) soil conservation,

(*d*) production and distribution of improved seeds,

(*e*) Renovation of tanks for pisciculture and other purposes, and

(*f*) construction of wells.

12·5·2. The Conference suggested the following steps to ensure development of local resources and mobilisation of local manpower—

(*a*) Progressive transfer to Panchayats of tanks, village forests, waste lands, small irrigation sources and other community assets like orchards;

(*b*) Development and maintenance of local resources should figure as a regular item of the annual plan of Panchayats etc.

(*c*) Provision of incentives in the shape of grants-in-aid or loans on easy terms by Government to Panchayati Raj institutions to enable them to develop remunerative community assets.

12·6. *Optimum utilisation of resources available to Panchayati Raj institutions such as money, staff, technical assistance and other facilities from higher levels*—

12·6·1. The Conference recommended that the following administrative requirements were to be fulfilled in order to achieve optimum utilisation of the resources in staff funds, technical assistance etc. available to the Panchayati Raj institutions—

(*a*) Block is developed as the unit of planning and development;

(*b*) adequate and timely supplies and services are made available;

(c) the integrity of the personnel, both official and non-official, connected with Panchayati Raj institutions is maintained;

(d) there is adequate control over funds; and

(e) stress is placed on the achievement of physical targets rather than expenditure targets.

12·6·2. Allotment of funds by a Panchayati Raj institution in terms of items of a programme should not be on a mere prorata basis but should be related to and adequate for the particular requirements as far as possible.

12·6·3. Each Panchayat Samiti and Panchayat should draw up a plan for each important items of a development programme. While doing so, they should take into account the development and utilisation of their own resources.

12·6·4. Some system of administrative audit of works and schemes executed in the field, should be instituted. A small unit may be set up for the purpose at the Zila Parishad level to carry out test checks.

12·7. *Assistance to the economically Weaker Sections of the Village Community*—The Conference made the following suggestions for assisting the Weaker Sections of the Community.

12·7·1. States which have not yet set up a sub-committee of the Panchayat Samiti to look after programmes for the Weaker Sections may set up such sub-committees.

12·7·2. The recommendation of the last L.S.G. Conference that a certain percentage of Panchayat Samiti funds should be earmarked for specific programmes for the welfare and development of the Weaker Sections, must be implemented in all the States.

12·7·3. Sufficient funds for medium term loans on easy terms to the Weaker Sections for the purchase of bullocks, implements etc. should be made available through the cooperatives.

12·7·4. The recommendation made by the Srinagar Conference that co-operative farms in which the majority of members belong to the Weaker Sections should be given preference in terms of assistance from block funds, should be effectively implemented.

12·8. *Progressive dispersal of authority and initiative, with special emphasis on the role of voluntary organisations*—The Conference made the following recommendations—

12·8·1. Consistent with the principle of maximum decentralisation of manpower and authority under Panchayati Raj, the Gram Sabha should be built as the base of democracy.

12·8·2. Steps should be taken to enable the Village Panchayat to shoulder progressively increasing responsibilities. It should be developed as the principal body for execution of development programmes in the rural areas. It must also assume the responsibility for planning for meeting the felt needs of the people particularly where people's participation is involved.

12·8·3. Procedures and conventions should be evolved to ensure that the higher local body does not interfere with the normal day-to-day working of the lower bodies. The State Government should keep a vigilant watch over the situation and help in the growth of proper relationship between these bodies.

12·8·4. Associate organisations should be promoted at the village level. These organisations may develop their own programmes. The Panchayats/Panchayat Samitis should identify and work these programmes through them wherever possible.

The Panchayati Raj institutions should stimulate the growth of voluntary organisations at all levels. Where local voluntary organisations were well established and working satisfactorily, Panchayat Samitis may encourage their coming together and forming themselves into an Association/Union at that level.

12·9. *Understanding and harmony between the people's representatives and the people's servants through comprehensive training and education and a clear demarcation of duties and responsibilities*—The Conference made the following recommendations—

12·9·1. Healthy conventions governing the relationship between officials and non-officials and the conduct of business should be built up in respect of the working of the various Panchayati Raj institutions.

12·9·2. The Heads of Departments should be charged with the responsibility of ensuring that technical officers at the district and lower levels play their part fully in planning, in giving technical content and support to and in implementing the programmes in the field through the Extension agency. Similarly, District Technical Officers should make their advice and assistance available both to Extension Officers at the Block level and to the Panchayat Samities.

12·9·3. The Collector should keep in constant touch with the Zila Parishad with regard to the planning and implementation of the various development programmes.

12·9·4. The integrity of the personnel both officials and non-officials connected with these institutions should be maintained at a high level.

12·10. *Progressive increase of competence both in officials and non-officials*—The Conference agreed with the view that understanding and harmony beteween the people's representatives and the people's service through comprehensive training and education and a clear demarcation of duties and responsibilities should form the essential foundation on which competence both in officials and non-officials can be built up. Emphasising the need for assistance of continued administrative supervision by the official agency and collective appreciation and review of work in the field by the Panchayati Raj institutions, the Conference suggested the following concrete steps—

12·10·1. Systematic and planned tours by District level technical officers to ensure the technical soundness of the programme under execution and for giving on-the-spot guidance to Extension Officers.

12·10·2. The Collector should be responsible for ensuring that technical supervision by District Level Technical Officers is done on schedule and adequately, and that Technical Officers place their reports before the Zila Parishad for review.

12·10·3. A system of regular inspections of an administrative nature, by Collector, S.D.O., District Panchayat Officer, B.D.O. and P.E.O.

12·10·4. Forwarding of inspection reports of administrative officers and similar reports and periodical reviews by District level officers regularly to Zila Parishad and the review of these by the latter.

12·10·5. Review of progress of work of the immediately lower bodies by the higher body.

12·10·6. Submission by the Collector to the State Government of an objective quarterly report of the progress of the entire development programme in the field and the part played by each Department.

12·11. *Cohesion and cooperative self-help in the community*—The Conference recognised that economic growth particularly of the Weaker Sections of the community, social justice and equal political rights of all sections of the community are the inherent postulates of Panchayati Raj and made the following recommendations to ensure this—

12·11·1. It should be the responsibility of the Panchayati Raj institutions to maintain the community development movement as a people's movement based on self-aid and self-reliance constantly striving to build up an institutional structure, particularly the cooperative, through which the programmes could be accepted and implemented by all families.

12·11·2. There is need to promote consensus and unanimity in the elections of Panchayati Raj institutions.

12·11·3. Proper emphasis should be laid on the role of Gram Sabha with a view to curb factionalism, groupism, etc.

12·11·4. It would be desirable if the political parties kept themselves aloof from elections to Panchayats.

13. *Gram Sabha—The base of Panchayati Raj*—[Agenda Item III(3)]—

13·1. The Gram Sabha should be a statutory body consisting of all the registered voters in the villages in the panchayat area.

13·2. For the purpose of holding meetings, where the size of the Gram Sabha is unwieldy, it may be split up into groups of convenient size and each group may meet separately to discharge the functions enumerated below. However, the Gram Sabha, as a whole, may also meet and consider the views of all the groups so that the views of the entire Gram Sabha may be available to the Panchayat concerned—

(*i*) To discuss and make suggestions on the draft annual budget and annual programme of the Panchayat.

(*ii*) To consider and make comments on the Annual Administration Report of the Panchayat.

(*iii*) If one hundred or a minimum of 20 per cent of the members of the Gram Sabha requisition a meeting in writing at any time to discuss any matter assigned to the Gram Sabha, the President of the Panchayat should be required to convene a meeting of the Gram Sabha within a specified period.

(*iv*) The Gram Sabha should not be empowered to enquire into cases of wastage, abuse etc., as in every State where Panchayats are in operation, there is already an audit organisation to go into these things. However, the Committee recommends that the Annual Audit Report should be placed before the Gram Sabha at one of the meetings and the members of the Gram Sabha attending the meeting may elicit information from the President or the Mukhya.

(*v*) To consider proposals for fresh taxation or enhanced taxation of a new programme not covered by the budget and the annual programme.

(*vi*) All proposals for organising community service, voluntary labour or mobilisation of the local people for any specific work, included in the annual or supplementary programme, should be explained in detail in the Gram Sabha meeting.

14. *Special Problems of Panchayati Raj*—

14·1. *The Role of the Collector in Panchayati Raj*—[Agenda Item III (4) (*a*)]—There are the following four different views regarding the role of the Collector on Panchayati Raj—

(*i*) The Collector should be fully associated with the Panchayati Raj institutions and should be member and chairman of the Zila Parishad.

(*ii*) The Collector should be a member of the Zila Parishad and Chairman of all its standing committees.

(*iii*) The Collector should be just a member of the Zila Parishad with/without any right to vote.

(*iv*) He should be completely outside the Zila Parishad but with a right to take part in the deliberations whenever he considers this necessary.

Of the States which have either introduced or legislated on Panchayati Raj, each one has accepted one or the other of these four alternatives. It is yet too early to indicate which of these alternatives is the best.

14·2. *Resources of Panchayats*—[Agenda Item III(4)(*b*)]—

14·2·1. To enable Panchayats to stand on their own legs, they should be encouraged to levy and realise taxes, licence fees, etc. on their own responsibility, and in certain cases matching grants may also be given, in addition to a portion of the land revenue. Fisheries, grazing grounds and other community assets may be transferred to them as additional sources of income.

14·2·2. Certain items of taxation should be made obligatory and failure to levy and realise them should be regarded as non-fulfilment of their primary obligations.

14·2·3. To make them serious about their obligations, it would be necessary to make a constant educative effort besides recognition of good work in this direction, by giving increased grants for developmental purposes. Panchayats may also be given loans to enable them to build up revenue yielding assets.

14·2·4. About giving the power of collecting land revenue to Panchayats, it was noted that the existing situation varied to a large extent from one State to another, and in different parts of the same State. States will need to examine this matter carefully to decide the manner and phasing of the transfer of this responsibility to Panchayats, with a view to ultimately transferring the function of collection of land revenue and maintenance of land records to them.

14·3. *Cooption to local bodies*—[Agenda Item III(4)(*c*)]—

14·3·1. The Conference recognised the need for making the local bodies broad-based and fully representative. It took note of the fact that legislation in most States provides for reservation of seats in every local body to be filled in by cooption of suitable persons. In this connection, it made the following recommendations.

14·3·2. It is not necessary to have cooption to Panchayati Raj institutions except for the representatives of the Weaker Sections of the community. In other words, cooption to the main bodies may be confined to scheduled castes, scheduled tribes and women.

14·3·3. The persons to be coopted against reserved seats should be elected by the non-official members of the local body concerned.

14·3·4. The Sarpanch should not be empowered to nominate persons of his choice to the reserved seats in the Panchayat.

14·3·5. Cooption of specialists should be confined only to the Standing Committees.

14·3·6. Cooption of specialists to the Committees of these bodies may take place before the election of the office-bearers.

15. *Report of the Study Group on Panchayati Raj Administration*—[Agenda Item III(5)]—

15·1. The recommendations made by the Study Group, which, are likely to serve as a very useful guide to the State Governments were generally endorsed. The following specific comments are also made—

(*i*) The functions suggested for the Gram Sabha may be modified in the light of the suggestions made by the conference at Selion 13 Supra.

(*ii*) The Chief Executive Officers of the Panchayat Samiti and the Zila Parishad respectively should be given adequate disciplinary powers over the staff working under the Panchayat Samiti and the Zila Parishad respectively, and the institutions run or managed by them.

16. *Promotion of all India/State non-official organisations to assist the growth of Panchayati Raj*—[Agenda Item III (6)]—

The Chairman observed that a non-official organisation at the State and All-India level would be useful in promoting Panchayti Raj institutions and training and education programmes. However, the conference felt that the subject may be referred to the Conference of State Ministers of Community Development and Panchayati Raj.

17. *Equity and fair deal in Panchayati Raj*—[Agenda Item III(7)]—

17·1. The Conference recognised the need for ensuring equitable treatment as between the different tiers of the Panchayati Raj system and to different groups and interests. In this connection it suggested the following measures—

17·2. It is not necessary to give representation to the Weaker Sections of the community in the Panchayati Raj bodies in proportion to their population. What is required is a generous treatment to these sections in formulating development programmes and allocating funds for the purpose. They should be afforded effective representation on these bodies as has already been provided in the legislation of a number of States.

17·3. The higher bodies should ensure that the lower bodies discharge their responsibilities with fairness and justice to all concerned. It should be the responsibility of all the local bodies to watch and safeguard the interests of the Weaker Sections with the Zila Parishad providing the necessary supervision in this regard.

17·4. All development funds earmarked for programmes for the welfare of the Weaker Sections of the population should be distributed to the Panchyat Samitis by the Zila Parishad.

17·5. The Zila Parishad/Panchayat Samiti should make special allotments out of the funds placed at its disposal for the benefit of the backward sections of the population.

17·6. At the time of scrutiny of the budget of the lower bodies, Panchyat Samiti/Zila Parishad should ensure that the interests of the various groups are properly safeguarded.

17·7. The higher bodies should make an effective scrutiny of the periodical progress reports furnished by the lower bodies.

17·8. A Standing Committee of the Zila Parishad/Panchayat Samiti should be constituted for the purpose of looking after the interests of the Weaker Sections.

17·9. In order to ensure efficiency and integrity of the administrative machinery placed at the disposal of Panchayati Raj institutions, it is desirable to appoint a Board or a Commission at the district/State level to make recruitment to Zila Parishad and Panchayat Samiti cadres, to hear appeals on service and disciplinary matters, etc. such an arrangement is existing in Rajasthan.

17·10. There must be regular inspection and review by the official agency (e.g. State Inspectorate of Local Bodies, Divisional Commissioners, Collectors) of Panchayati Raj institutions in regard to the pattern of expenditure on different schemes so as to ensure fair distribution of funds and benefits to all concerned.

17·11. As the Panchayat is made accountable to the Gram Sabha, there is need to make the Panchayat Samiti accountable to a similar forum. For this purpose, it is suggested that all the Panchayats within the Panchayat Samiti may have a conference once a year to review the general working of and implementation of programmes by the Panchayat Samiti. The question of making the Zila Parishad similarly accountable to Panchayat Samitis may be considered at a later stage.

18. *Youth Programme as the Vital Base for the Panchayat Raj Movement and Training of and Incentives to Youth Workers*—[Agenda Items IV(1) and IV(2) (*a*)]—

18·1. The Conference recommended that a communication may be sent to State Governments by the Ministry of C. D. & C. on the lines of the letter attached (Appendix A).

In addition, the Conference made the following recommendations—

18·2. The Conference considered the suggestions of having a common name (Yuvak Mandal), a common flag, a common emblem, a common pledge and if possible a common song for inspiring the youth to rally round the common objectives of youth welfare as an integral part of the Community Development Movement and recommended that the views of the State Governments should be invited on this question. After receiving their considered views, the Ministry may call a conference, at an early date, to decide on the subject.

18·3. The programme of youth organisation should become an integral part of the programme of social education at the Block level and the responsibility for promoting the programme should be entrusted to one of the extension workers on the Block team. Wherever the Social Education Organiser exists, this responsibility should be entrusted to him.

18·4. For effective promotion of youth organisations at the Block level, Panchayat Samiti may consider the need for earmarking specific amount. This amount should be drawn from the provisions provided in the budgets of Community Development (education and social education), Agriculture and Education Ministries.

18·5. All the Ministries of the Government of India interested in various aspects of youth welfare may form a coordinating committee on youth welfare at the Central level for evolving an integrated youth welfare programme. The resources provided by the various Ministries should be made available to the State Governments as constituent units or items in a package programme for rural youth welfare. The State Government may like-wise establish a coordinating committee with the representatives of concerned departments and voluntary organisations for pooling of resources and promoting the programme of youth welfare effectively.

APPENDIX 'A'

GOVERNMENT OF INDIA

MINISTRY OF COMMUNITY DEVELOPMENT AND CO-OPERATION (DEPARTMENT OF COMMUNITY DEVELOPMENT)

Krishi Bhavan, New Delhi-2

To

The Secretaries incharge of Community Development All States Governments/Union Territories (Except Laccadive & Minicoy Islands).

SUBJECT—*Youth Programme as a Vital Base for the Panchayati Raj Movement*

The programme of youth organisations has been discussed at various Conferences of Development Commissioners. I am enclosing* herewith a statement giving a summary of these recommendations and action taken thereon. The suggestions cover a wide field from which a choice of programmes was to be made to suit local conditions. With the introduction of Panchayati Raj as a machinery for promoting Community Development, the need for developing the Youth Programme as a base for Panchayati Raj has also become vital. In order to achieve satisfactory results in the youth programme, it is necessary to ensure that its foundation is systematically laid in the village so that in the course of years a strong youth movement may develop in rural areas.

2. The youth has a significant role to pay in the development of every progressive community, to whose life it imparts momentum and vitality. This is also true of the village community. The rural communities, however, "for countries have not been used to the exercise of democratic rights and obligations, be it in the family or in the state. In the tallest of the village community, there is a strong bias for the benevolent patriarch." In the promotion of the democratic process, therefore, this weakness for the patriarch has to be overcome, and the concept of functional leadership developed among the youth. Through the programme of youth organisations, the rural youth must be helped to acquire the desire and the ability to assume future responsibility for the growth of the community.

3. The key to the effective participation of the youth in the life of the village community lies in (*a*) systematic understanding of the youth, (*b*) recognition of their ability and interests, and (*c*) providing facilities for creative expression mainly through group competitive pursuits.

4. An effective programme for the youth in the age group 12 to 25 years may include the following—

I. *Recreational Programmes*—

(*i*) Organisation of indigenous games and athletics

(*ii*) Organisation of outdoor life through camps and hikes

(*iii*) Organisation of annual sports festivals.

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*Not attached.

II. *Opportunities for creative expression through—*

(*i*) folk songs and folk dances

(*ii*) dramas

(*iii*) drawings, paintings etc.

(*iv*) celebration of national festivals in a manner so as to promote integration of various sections of the community.

(*v*) annual youth rallies and festivals.

III. *Provision for continuation of interest in education through an effective social education programme including—*

(*i*) Wall-news sheets

(*ii*) Health education

(*iii*) Discussion on current affairs

(*iv*) General education

(*v*) Radio youth forums

(*vi*) Effective use of libraries and reading rooms.

The programme of continuation education is necessary if the funds and the energy to be spent on Universal Primary Education are not to be wasted. As a first step, efforts have to be made to ensure that all children in the age group of 6 to 11 attend school. Thereafter, the programme of informal education should be provided at the school-cum-community centre with the activities mentioned above. The effective must be to encourage the youth to maintain their interest in reading, writing and learning.

IV. *Education for Citizenship through observation of the activities of the first two basic institutions and participation in the activities of the Third—*

(*i*) the village panchayat

(*ii*) the village cooperative

(*iii*) the village school.

Citizenship education should emphasise national unity.

V. *Development of occupational interests in agriculture, animal husbandry, cottage industries, etc. through —*

(*i*) individual projects } for handling crops, animals, birds,
(*ii*) groups projects } tools etc.

(*iii*) educational visits to agricultural farms, poultry farms, etc.

(*iv*) demonstrations.

The emphasis in these activities should be on acquainting the youth with scientific methods for promoting economic programmes.

VI. *Utilisation of service of the youth in various campaigns as an integral part of the Block and village development plans—*

(*i*) promotion of compost pits and use of green manures

(*ii*) use of improved seeds

(*iii*) adoption of new methods of agriculture

(*iv*) village sanitation

(v) inoculation against infectious diseases

(vi) anti-malaria programme

(vii) removal of illiteracy etc.

VII. *Utilisation of services of youth for promoting literacy through—*

(i) literacy classes

(ii) reading rooms

(iii) libraries etc.

VIII. *Utilisation of the services of youth for developing community assets such as—*

(i) construction of the school building

(ii) construction of the panchayat ghar

(iii) renovation of fishery tanks

(iv) development of the village forest

(v) raising of fuel—plantations

(vi) raising of fruit plantations.

5. It is not intended that all these items should be taken up at the same time. In fact, different groups should be encouraged to select different activities according to their interests and abilities. Each youth organisation should decide and concentrate on three or four items of work. The programme should act as a nucleus for developing the interest of the youth in the life of the village community. In its development consideration should be given to three groups of the youth, namely, (a) those who are attending the school, (b) those who are employed in their family occupations and (c) those who belong to families of landless labourers, and the programme developed to suit the special requirements of each group. Particular attention should also be given to the youth belonging to the weaker sections of the village community including harijan and landless labourers and other economically and socially backward classes. They should be encouraged to play a prominent part in the development of the village community. Emphasis should be laid on the development of the ideals of comaraderie in the service of the village community as a whole.

6. *Incentives—*

It is necessary to provide proper incentives to the youth for developing and maintaining interest in various programmes. The following may be the forms in which incentives may be given:

(i) *Organisation of games and rallies*—Games and rallies may be organised at Block, District and Regional levels. Later on they may be organised at the State and all-India levels also. These rallies will be the meeting ground, where selected youth who have done meritorious work in their villages will come to live together for a period of a week to 10 days and hold discussions, organise recreational programmes and exchange experiences. The most appropriate time for the organisation of these games and rallies appears to be the month of November, when school examinations are still far off and the games and rallies can be integrated with the celebration of the Prime Minister's birthday on 14th November.

(*ii*) *Study tours*—Study tours may be organised for Blocks within the District, from district to district in a region, from region to region in the State, and subsequently from State to State within the country, as a reward for the youth who distinguish themselves at the games and rallies. The selection of youth workers for these tours may be done by appropriate committees at various levels. These study tours will enable youth workers to acquire awareness of similar activities in other parts of the country, and assist them in equipping themselves better for discharging their duties.

(*iii*) *Awards*—Awards should be both for individual and community performance, in forms which can be exhibited. Individual prizes in the forms of medals, cups, books, improved tools and implements may be awarded at the village and Block levels. Physical efficiency test awards should also be given on individual basis. At higher levels, while individual prizes may not be ruled out, greater emphasis should be laid on community awards in order to foster group feeling and strengthen group activities.

For community awards it will be necessary to organise competitions on the basis of the village or the Block as a unit. It will also have to be ensured that selections are made on the basis of uniform criteria.

7. *Training*—

Proper training of youth workers and leaders is a necessary pre-requisite for a successful youth programme and forms the very basis of promoting youth organisations. The programme of training should be of 3 types—

(*i*) 12 days training of youth workers and leaders in Gram Sevak Training Camps, rural institutes, multi-purpose schools and other such suitable institutions to be promoted as a part of the central scheme.

(*ii*) Refresher training camps for youth workers and leaders on the basis of Gram Sahayak Training Camps. There should be two such camps per Block per year. The S.E.O. should impart this training.

(*iii*) Higher level training for selected youth workers who show signs of leadership and capacity for running youth clubs efficiently. Such selected youth workers may be given fellowships or higher training in "youth organisation, and youth programmes" at orientation and study centres, S.E.O.T.Cs. and rural institutes, for a period of 3 months with the objective of training at least one youth worker per Block by the end of the Third Five Year Plan.

8. *Follow-up of trained leaders and workers*—

Once the youth workers and leaders are trained, it is necessary to maintain close contact with them. On their return from the training camps, they should be required to promote the programme of youth organisation in their village on model lines suggested for their area. The services of the Block Extension Officers in Agriculture, Animal Husbandry, Industry, Health and Sanitation, in addition to the services of the physical education instructors of secondary schools should be made available for promoting specific activities through the village youth organisation. The S.E.O. in the Block should be in overall charge

of the youth programme. His responsibility should be not only to coordinate the activities at the Block level but also to secure technical assistance both in terms of rural occupations and creative arts for the rural youth.

9. *Role of the school teacher—*

The village school teacher should be increasingly entrusted with the organization of youth programmes at the village level. The curriculum for teachers' training institutes now includes the subject of Community Development.

10. *Role of Panchayati Raj Institutions—*

At the Block level, the Panchayat Samitis should be responsible for promoting the programme of youth organizations. At the village level, the panchayat should be entrusted with similar responsibilities. These responsibilities may be undertaken by the youth sub-committees or Education and social education sub-committees or social welfare sub-committee as the case may be, on behalf of the block samiti and the panchayat respectively. Representatives of youth organisations may be co-opted on this sub-committee.

11. *Funds—*

The funds required for organising the programme of youth may be secured in the following ways—

(a) pooling of resources provided in the budget of education, agriculture, Community Development and Social Welfare Department and Block administration;

(b) raising of contributions by panchayats;

(c) a portion of the income from community assets for whose development youth organisations have given their services.

12. *Minimum programmes—*

The emphasis should be laid on quality of the programme rather than quantity, i.e. mere numbers. For this purpose it is suggested that there should in every block, as a minimum programme:

(i) At least one youth organization in each V.L.W. circle to be looked after by each V.L.W. and one youth organization at the block headquarters to be guided by the S.E.O. on model lines. The V.L.W. as a part of the 20 per cent of his work for non-agricultural programme can hold himself responsible for at least one youth organization in his circle. Such an organisation can be effectively utilised in propagating new practices in agriculture, animal husbandry, cottage industries and sanitation etc. among the villagers.

(ii) Suitable training programme of youth workers and leaders.

(iii) Each youth organization should have at least—

(a) some recreational programme

(b) an educational programme

(c) an item of occupational interest and

(d) a social service programme,

13. *Block and higher federations of youth organizations*—

The Mysore Conference recommended that the formation of Yuvak Mandals should be a process of growth from the bottom. These Mandals should be formed at the village level first, and should be federated at the block and higher levels gradually. The Block level organisation may be formed after a certain number of youth clubs have functioned satisfactorily at the village level for a certain period of time say 12—18 months, to be specified by the Block Development Committee. The formation of an organisation at the district, the State and the National levels should come at a later stage.

Since some States have had a few years' experience of organising and running youth clubs at the village level, they may be now desirous of forming federal youth organisations at the Block and higher levels. Such Block organizations may be formed only in Blocks where a number of youth clubs have been functioning satisfactorily for some time and where they express a desire to form such federations. Similarly, district federations may be formed in districts where Block federations have functioned successfully for a year or so and are desirous of federating. State level and national level federations can be formed later at the appropriate stages of development of the youth movement.

I am, therefore, directed to request that the State Government may kindly issue necessary instructions to the Block authorities to give adequate attention to this matter and to lay the desired emphasis on the welfare of the youth and also to draw up a minimum programme of work wherever this has not already been done.

Government of India may kindly be informed of the action that is being taken in your State.

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19. *Women's Programme as the Vital Base for the Panchayati Raj Movement*—[Agenda Item IV (1)]—

19·1. Though the number of Mahila Mandals has gone up substantially during the last two years, the minimum of 10 Mahila Mandals per Block has not been reached in a large number of States. Many States feel that the recommendation to the effect that 10 Mahila Mandals should be organised in every Block "at the rate of one in each village level worker's circle" is not practicable, as it would lead to dissipation of effort of the 3 women workers in a block. It would also not be possible for the Mukhya Sevika and the two Gram Sevikas to move from village to village over a period of years. The Conference, therefore, recommended that though the target of 10 Mahila Mandals in the Block should be maintained, selection of villages should be left to the Block Samitis, which should be free if they so desire to concentrate their efforts in a group of 10 neighbouring villags.

19·2. The progress made so far in the formulation and implementation of the minimum phased programme has been uneven in the country. The Conference, however, endorsed the proposal to draw up a minimum phased programme for each Mahila Mandal but recommends that the choice of activities may be left to the Block Samitis.

19·3. Some States have gone ahead with training programmes both of long and of short duration in respect of associate women workers. Other States all agree in principle with the need for such training courses but have still to work them out in detail. The Conference recommended that they may do so at an early date.

19·4. States have generally not been able to implement the recommendation of the Ooty Conference (1954) for the training of the wives of V.L.Ws, school teachers and other Government servants working in the Blocks as part-time workers for the promotion of the women's and children's welfare programme. The Conference recommended that fresh efforts should be made for implementation of this recommendation.

19·5. Most States have provided residential accommodation to Mukhya Sevikas at the Block headquarters. It has, however, not been possible for most of them to provide accommodation to Gram Sevikas. The State of Orissa has provided a sum of Rs. 1,200 per Gram Sevika out of its savings in the allotment for the construction of buildings to meet part of the cost of a modest house to be built with the assistance of the local community. The Conference recommended that the Government of Orissa may circulate its model plan to all the other States, which may take similar steps. It further recommended that if enough savings are not available out of the allotment for block buildings, Gram Sevikas' houses should be built out of the funds earmarked for the women's programme in the Block budget.

19·6. A minimum of Rs. 40,000 in Stage I and Rs. 20,000 in Stage II should be provided in each Block for the programme of women and children in the Block budget as indicated in the Green Pamphlet, out of the provision for education, social education and village industries. The Conference also recommended that additional funds for the women's programme should be found from heads like Agriculture and Animal Husbandry and Health in the Block budget, and from the allotments made by various All-India Boards for cottage industries, Khadi, Handicrafts etc.

19·7. Some States have constituted women's sub-committees in each Panchayat Samiti while some others have entrusted the women's welfare programme to social welfare sub-committees. The Conference recommended that other States may also make similar arrangements.

19·8. Eight States have appointed State Level Officers for women's and children's welfare. Some States have appointed regional officers, while two have appointed District Level Officers also. The representative of the Ministry of Education disapproved of the idea of having separate women officers and workers especially for the women's and children's programme. The Conference, however, felt that in the present stage of social development, it is desirable to have a separate set of officers for this programme.

19·9. Some States are going to provide additional Gram Sevikas in every Block out of their social welfare and women's welfare budget. The Conference commended this proposal to other States.

20. *Training of and Incentives to Women Workers*—[Agenda Item IV (2) (b)]—

20·1. The Conference endorsed the suggestions for organising the 4-week and short-term training courses for women workers. Some States have gone ahead with the implementation of the recommendation. Others have not yet done so, but do not report any particular difficulty, except in some cases where there is shortage of women instructors.

20·2. States which have organised the training courses and have developed their training programmes, feel the need for providing advanced institutional training to women workers. The Conference endorsed the proposals for advanced institutional training to women workers.

20·3. The Conference welcomed the suggestion for granting individual awards to outstanding workers in the field of women's and children's welfare. Such awards may take the form of study tours or individual prizes.

20·4. The Conference also endorsed the suggestion for community awards which may take the form of some special facilities desired by the Mahila Mandal, or items like sewing machines, musical instruments, and library books. The selection of the best Mahila Mandal in a Block may be made by a committee consisting both of men and women appointed by the Block Samitis. The criteria for giving community awards for the best women's and children's programme may be worked out by the States.

20·5. The Conference felt that the proposed scheme of study tours exclusively for women workers would be greatly appreciated.

21. *Integrated Publicity Programme—Radio Rural Forum and Maintenance of Community Listening Sets*—(Agenda Item V)—

21·1. *Integrated Publicity Programme*—The Conference examined the tentative integrated publicity programme drawn up by the Community Development Ministry. This was broadly approved, subject to detailed scrutiny of the different items including publications, films, visual aids, and exhibits, in consultation with the concerned Ministries. It was felt that each State should similarly draw up an integrated programme for the Third Five Year Plan period. The Conference welcomed the proposal that the States could exchange and study publicity materials produced by each other.

21·2. The Conference felt that it would be desirable for the Centre to bring out certain basic publications on the programme in all the Indian languages, particularly those which do not lend themselves to the addition of material with any particular local slant and appeal. These publications, however, will be limited in number. The Conference felt that this effort needs to be supplemented on a large scale by the States undertaking the publication of other titles in the respective regional languages.

21·3. *Panchayati Raj Journal*—The Conference felt that more use should be made by the State Government journals devoted to Panchayati Raj of the material contained in the central publication under the same title.

21·4. *Distribution Arrangements*—It was felt that the existing arrangements with regard to distribution need not be disturbed.

21·5. *Village Libraries*—The proposal to achieve more intensive distribution of publications through the V.L. Ws. was welcomed.

21·6. *Information & Community Centres*—The Conference felt that the States should make every effort to set up an Information & Community Centre in every block as early as possible.

21·7. *Radio Rural Forums*—The Conference considered that Radio Rural Forum for every 4 community listening sets was a feasible target in the Third Five Year Plan period and recommended—

(*a*) the field organisations of the Radio Rural Forums at the block level should be the responsibility of the Block Development Officers and the Social Education Organisers. In those States in which the post of the Social Education Organisers is being abolished the responsibility should be clearly assigned to a suitable officer at that level;

(*b*) At the District level the District Planning Officer should exercise supervision over the forums and include reports about their functioning in their monthly returns to the Deputy Development Commissioners;

(*c*) At the State level, there should be a whole time Chief Organiser of Radio Rural Forums to exercise the administrative and supervisory control over them; and

(*d*) There should be a grant of Rs. 5 per month towards the stationery and postal expenses to the convenor of every forum from the Social Education grant of the Development Block or the Panchayat Samiti.

21·8. *Maintenance of Community Listening Sets*—The Conference recommended that the supply of Community Listening Sets by the Ministry of Information and Broadcasting and the Ministry of Community Development and Cooperation should be coordinated. The Conference considered the question of maintenance of the Community Listening Sets distributed among the villagers under the Central Government schemes. It was of opinion that at present the maintenance of the sets was unsatisfactory and a very large number of sets were not kept in working order. The Conference was of the view that proper maintenance of these sets was essential for deriving the benefits of the scheme and recommended that State Governments should maintain their maintenance organisations. Such States which have not yet set up such an organisation should do so at the earliest. The Conference also recommends that depending upon the number of sets in different regions, it is desirable that there should be a maintenance centre at the block level with suitable organisation at the district and State headquarters.

22. *Family Planning*—(Agenda Item VI)—

22·1. In view of the increasing population trends as revealed by the recent census (438 millions population increasing @ 2·15 per cent per year) and resources, the Conference recommended:

22·2. That the programme of family planning should receive a very high priority.

22·3. That the State Governments should establish increasing number of medical and health centres where advice on family planning and contraceptive material may be readily available. Government of India is ready to consider proposals in this respect and provide adequate funds.

22·4. The State Governments should take full advantage of the training programmes set up by the Union Ministry of Health.

22·5. The State Governments should provide facilities for sterilisation operation in hospitals and medical institutions at the State, District and Sub-Division/Taluk levels. The question of establishing mobile surgical teams may also be considered. Some of the States have se up blockwise targets for sterilization operations ; other States may consider laying down targets suited to the demographic situation in their respective areas.

22·6. Regular supply of contraceptives may be arranged by having main store at the Headquarters of the Primary Health Centre and depot holders in each village. The depot holders, a male and female, may be local/leader/village dai/village school teacher/a member of a Panchayat/ a member of the women's organisation, whosoever is acceptable to the local people. These depot holders may be appointed by the Panchayat in consultation with the Officer Incharge, Primary Health Centre.

22·7. The State Governments should consider the question of organising short-duration seminars of 3 days in each block for local village leaders. From the local village leaders who attend such camps, a voluntary crops of parivar kalyan sahayak may be developed. Each village may have a female and a male parivar kalyan sahayk. Funds at the rate of Rs. 10 per head for a three days camp can be provided by the Union Ministry of Health.

22·8. Panchayats and voluntary organisations should educate the people about the importance of family planning for improving their health and socio-economic condition. They should also inform the people that advice on family planning contraceptive material and sterilization facilities are available for those who accept and adopt this programme.

22·9. Family Planning Education being a part of education for fuller and better life must be inter-woven into all phases of constructive endeavour. Family planning education should permeate in all universities and training programmes.

22·10. For expanding the programme training facilities will require considerabe expansion. The training facilities for medical auxiliaries should be rapidly expanded. The State Governments may also consider establishing training centres for instructors suitably located in each State and starting training centres for workers preferably at District level with personnel drawn from local area.

23. *Rural Housing*—(Agenda Item VII)—

23·1. The Conference considered the draft chapter of the Third Five Year Plan relating to Rural Housing and Planning. It welcomed the decision to give grants to village panchayats for undertaking the improvements of

streets and drainage in the villages selected under the scheme. It also endorsed the proposal to earmark Rs. 5 crores by way of grant for assisting the States in securing house sites for landless agricultural workers in villages in which they form a fairly large part of the population and a comprehensive housing programme is taken in hand. The conference is strongly of the opinion that this sum of Rs. 5 crores should be to the States over and above the sum of Rs. 12·7 crores earmarked for the village Housing Projects scheme and that in the disbursement of the grant, the sites for landless labour housing in the selected villages should receive first priority. While acquiring land for landless persons, the State Governments should also take into account, the requirements for expanding the village site and for the provision of community facilities.

23·2. The Conference welcomed the suggestion made in the Chapter on Rural Housing and Planning in the Third Five Year Plan that the first place in the programme for improving village housing should be given to housing for the harijans, agricultural workers and those sections of the community whose housing conditions are especially deplorable. While a certain measure of subsidy is given to the first two categories, no such subsidy is at present admissible to the third category. The Committee, therefore, recommended that such sections of the community whose housing conditions are especially deplorable should also be given a certain measure of subsidy.

23·3. The Conference recommended that there should be a greater degree of coordination between the authorities which administer the village housing project scheme on the one hand and the authorities which administer the village industries programme on the other, so that (*a*) as many selected villages as possible derive the benefits of the village industries programme, and (*b*) in as many selected villages as possible, existing rural artisans receive the benefits of the rural housing programme. The establishment of such village industries like birck-kilns, in the selected villages will ensure the availability of cheap building materials. It will also help to augment the incomes of the poorer sections of the community and thus enable them to improve their housing conditions.

23·4. The Conference recommended that suitable steps should be taken at the State level as also the district/block level to ensure coordination amongst the authorities responsible for implementing the various aspects of rural development in order to secure that the funds provided in the Third Plan do find their way in adequate measure to the villages selected under the Scheme. Only by such coordination will it be possible to bring about a balanced development of the villages.

24· *Programme for Coverage by C.D. Blocks in the Third Plan and Related Problems*—(Agenda Item VIII)—

The following recommendations are made:—

24·1. Every State should immediately draw up a recruitment and training programme, so that the necessary numbers of B.D.Os, Extension Officers and VLWs are available as and when needed.

24·2. To arrest the tendency of these categories of officials seeking employment in other fields and to prevent the deterioration in standards, enthusiasm etc., these services, where they are not already permanent, should be placed on permanent basis. Suitable incentives and avenues of promotion should also be provided. This recommendation is in fact a reiteration of what was recommended at the last conference of C.D. Ministers.

25. *Pilot Projects for Utilisation of Rural Manpower*—(Agenda Item IX)—

25·1. The objectives of the Pilot Projects for utilisation of rural manpower were not clear to those who are implementing them. Most of them considered the Projects as additional development schemes for which financial provision could not be found from other sources. It is essential, therefore, to define in clear terms the real objectives behind these Pilot Projects.

25·2. In rural areas, it is difficult to distinguish between unemployment and under-employment as unemployment generally takes the form of under-employment. In fact, the unemployed persons merge with under-employed to reduce their working days in a year. As stated in the Third Plan, the greatest scope for utilising manpower resources in rural areas to a fuller extent will lie in programmes of agricultural development, road development projects, village housing and provision of rural amenities. A lasting solution of the problem of under-employment will require not only universal adoption of scentific intensive agriculture, but also diversification and strengthening of rural economic structure. Programmes for developing village and small industries, linking up economy of village with growing urban industries, setting up processing industries on cooperative basis and carrying new industries into rural areas by spreading of rural electrification, form part of Third Plan and will demand continuous attention for a number of Plans. Stabilisation of the rural economy providing for reasonable standard of living to the rural people which will mean giving them full opportunities for work with adequate wages, will be a process which will take many years and the progress, though slow in initial stages, will make itself felt as the various integrated Plan programmes gather momentum. While the rural economy is being built up in this fashion, there is obious need for comprehensive works programmes in rural areas and more especially in those in which there is heavy pressure of population on land and where the incidence of unemployment and under-employment is severe. Therefore, the objective of the Pilot Projects should be to provide work for underemployed persons in rural areas during Agricultural off-season and further, the various schemes undertaken under these Pilot Projects should be regarded as an interim process till the rural economy becomes self-reliant and can continuously absorb the labour force.

25·3. The Conference considered various questions regarding implementation of Pilot Projects under the following heads:—

25·4. *Selection of areas*—Areas should be those where there is evidence of considerable under-employment and where the totality of Plan and non-Plan schemes do not provide adequate employment opportunities. In assessing employmet potential only local labour should be taken into account and not

immigrant labour. Further, the areas should be such where there is definite scope for undertaking short-term agricultural and allied programmes. Areas which are known to suffer from chronic under-employment should be given preference.

25·5. It is known that during the slack agricultural season, labour rates in the rural area are at the minimum. Areas where persons are prepared to come for work at the local village rates in the slack season should be selected.

25·6. On the suggestions that the wages offered for these works may be slightly lower than the local rates, the Conference considered that it would be undesirable to do this, as it would create administrative and local problems. The Conference also considered that special care would have to be taken to assess the local rates during slack season and the question of reducing the rates might be studied at a later stage in the light of the experience gained. Enquiries should also be conducted with regard to wages paid in the existing Pilot Projects to ascertain if they were higher than the village rates and also what effect reduction of these rates would have on the progress of the project.

25·7. *Preparatory steps*—The Conference considered that (a) it is necessary to impress on the implementing agencies that this project is not a famine relief or an unemployment relief scheme, but is meant to provide fuller utilisation of the under-employed rural manpower so as to give work to them during the agricultural slack season and to undertake agricultural and community development works at the lowest cost possible.

(b) It is necessary to collect fuller and more accurate data regarding both the extent of under-employment as well as available work potential.

(c) It is necessary to explain clearly the real objective of the scheme to both officials and non-officials connected with its implementation. This will enable them to understand better the problem, which the programme seeks to solve.

25·8. *Selection of works*—Considering the specific objective of the project, the Conference considered that small works beneficial to a village or group of villages should only be undertaken and normally the expenditure or any one scheme should not exceed Rs. 50,000. Further, such works should be undertaken as (i) would assist agricultural production, (ii) are labour intensive, (iii) do not involve higher technical skill, (iv) utilise local resources and (v) would create remunerative community assets. While sanctioning works, Panchayat Samitis should ensure that public participation is realised on the same pattern as for similar works under C.D. or L.D. programmes. The quantum of public contribution so obtained together with repayments of loan may be retained by the appropriate local body at the district level to be utilised as a revolving fund for extending the scope of the programme so that it makes a larger contribution to the expansion of employment opportunities. The Conference considered that land required for any scheme under the project should, as a general rule, be obtained as a public contribution and should not have to be acquired.

25·9. *Arrangements for technical working out of schemes, their technical clearance, execution and supervision*—The Conference recommended that Block agency should be entrusted with implemetation of this project and normal block procedure for sanction, execution adn supervision of similar schemes should be adopted. Special care will have to be taken to ensure that the relevant schemes are scrutinised, sanctioned and kept ready for execution well before the commencement of the agricultural slack season. Effective coordination between different Departments at Block, District and State levels should be ensured. The need for additional staff may be examined as the work of these projects increases and for the present, it is felt that the necessary additional clerical or technical staff could be appointed as work charge establishment.

25·10. *Integration of rural works programme with other Plan programmes*—The Conference recommended that these projects cannot be treated in isolation as the effort is to use the available manpower for achieving integrated development and realisation of the maximum physical targets. In this context, it is necessary to visualise all works programmes in their entirety and process their implementation in a manner which will provide opportunities for maximum utilisation of under-employed manpower and also to achieve large out turn of work. Employment effects can be visualised in two pha es, namely, construction phase and continuing phase. Stable and continuing employment can be reached only through the cumulative effects of a variety of schemes in different sectors. In the construction phase, large employment potential will be created through the numerous schemes of different Departments. The Pilot Projects can only be visualised as small schemes to utilise the under-employed manpower in the agricultural off-season, supplementary to the larger programmes in the Plan.

25·11. *Steps for securing a tive participation of Panchayat Samitis and Panchayats and utilisation of labour cooperatives and voluntary organisations in carrying out the programmes*—Participation of Panchayat Samitis and Panchayats will be ensured as the former will select the individual items of work and implement them through Block agency and the Panchayats. As stated earlier, both will make efforts to obtain public contribution and thereby increase the benefits from the project. The services of voluntary organisations and labour cooperatives should be utilised wherever feasible.

25·12. *Reporting and evaluation*—The Conference recommended that systematic and prompt reporting and periodic inspections by senior officers of the State Govt. about the progress of the projects needs immediate attention. Detailed evaluation is done by the P.E.O. but in addition to this, the Conference recommended that States may make their own arrangements for progressive evaluation of the projects.

25·13. *Further steps with a view to enlarging the present programme*—In view of the large programme contemplated in the Third Five Year Plan, the Conference recommended that each State should take preparatory steps to select 6 to 8 additional projects to be implemented from the next off-season.

26. *Adult Literacy Programme in the Third Five Year Plan*—(Agenda Item X)—

26·1. The joint note of the Ministry of Education and Ministry of Community Development and Cooperation was considered. The following special points deserve mention in the opinion of the Conference:

26·2. At the Block level a common approach should be adopted towards Social Education, by the Community Development Origanisation, the Education Department, and voluntary organisations, and programmes relating to adult education and literacy should be drawn up jointly.

26·3. Every Primary, Middle or Higer Secondary School working closely with the neighbouring community should become the centre of adult education work. The Head Masters of these Institutions should be brought fully into the programme of adult literacy undertaken by the Institutions. They should provide supervision over and enthuse their teachers in favour of this programme.

26·4. The Panchayat must accept the obligation to provide the group of adults willing to learn and to ensure that they complete the course leading up to the first stage of literacy, wherever a group of a minimum size, say 20 men or 10 women, is prepared to make the necessary effort to gain the first stage of literacy. The village Panchayat or village community should be prepared to make a certain minimum contribution in the form of kerosene oil etc. This expenditure may amount to Rs. 40 to Rs. 50 per group over a period of four to five months.

26·5. Where the Panchayat or the Community accept these obligations the local school should come forward to organise an adult literacy class assigning the task to one of its teachers.

26·6. This teacher should be given an honorarium of Rs. 10 to Rs. 15 per month by the Panchayat Samiti from the Block budget in the first instance. Where the programme develops on a larger scale, it will be necessary to supplement the Panchayat Samitis' resources by provision in the Annual Plan of the Education Deptt. The payment of honorarium will involve the Panchayat Samiti into an expenditure of Rs. 100 for every minimum group of 20 men or 10 women over a period of four to five months.

26·7. The role of voluntary workers and especially educated rural, youth in the promotion of this programme needs to be fully emphasised. The Panchayat Samitis and Panchayats must accept the responsibility for their organisation and for their training.

26·8 (*a*) The State Governments may suggest to the Panchayat Samitis that a substantial proportion of funds provided for Social Education should be earmarked for the adult literacy programme. But in view of the competing demands on the Social Education budget, it was not possible for the Committee to accept a suggestion that 50% of it should be earmarked for adult literacy. The Conference, however, suggests that the Ministry's earlier recommendations for earmarking of funds for specific programmes should not be rigidly applied and that the Panchayat Samitis should be left free to

work out end decide their own priorities. A substantial part of the funds allotted to Women's Programme should also be utilised for literacy among adult women.

26·8 (*b*) The Conference record with appreciation the assurance given by the Planning Commission that once the movement for adult literacy develops in rural areas out of the willing support of the rural communities, additional resources required for promoting the movement will be considered in the Annual Plan budgets of the Education Deptts. of the State Govts.

26·9. The Committee endorsed the suggestion that the Block Education Officer and Social Education Organiser should work together in prometing adult literacy. It will be their task that teachers in Primary Schools and other institutions in the Block are able to participate effectively in other literacy work with the support equally of Govt., the Panchayat Samitis and Village Panchayats.

26·10. The essential functions of the Social Education Organiser will be to help to organise adult literacy groups through Village Panchayats and other voluntary organisations. The main functions of the Block Education Officer will be to help the various educational institutions situated in the Block, and in particular the individual teachers, to work with voluntary education group and to provide the necessary facilities and personnel for teaching.

26·11. Where the Social Education Organiser does not belong to any Department, he should be placed under the Education Department.

26·12. The State Government will have to accept the responsibility for production of literature for neoliterates. It will also have to provide reading rooms and libraries as supporting services for the adult literacy programme. The literature for neoliterates should be such as to promote their economic efficiency.

APPENDIX 1

Inaugural Speech by Dr. Bhimsen Sachar, Governor, Andhra Pradesh at the Annual Conference on Community Development at Hyderabad on July 13, 1961.

Friends,

It gives me great pleasure to be in your midst this morning and to welcome you all to this beautiful and historic city of Hyderabad.

The scheme of Community Development has been in operation in our country for the last nine years. During this period, we have made substantial progress in the field of development, and by 1963 we hope to cover the whole country with Community Development Blocks. This colossal undertaking would give us a new pattern of administration aiming at an all-round development of the community. The thinking of the people will get a new direction. Individual initiative will develop and an urge for co-operative living fostered. The members of the community would feel that they are parts of the same body politic, that their joys and sorrows are common, and that they cannot afford to live in isolation from one another except at their peril. A noble venture, indeed !

As you are aware, this programme was set in motion by Shri S. K. Day, who can certainly look back on his achievement with a sense of pride and satisfaction. It was he who hatched this idea of community development and successfully managed to bring home to every one its great potentialities in the over-all scheme of building up the country. In the initial stages of the scheme, there was no dearth of those who scoffed at the idea of community development and even doubted the wisdom of embarking upon an experiment of this kind. Shri Dey, however, applied himself in the most assiduous manner to every detail of his job and successfully overcame all these initial difficulties. I should, therefore, like to avail myself of this opportunity of offering my sincere congratulations to Shri Dey on the success which his single-mindedness of purpose and devotion to work have enabled him to achieve in this direction.

Credit for the success achieved is also due to the army of workers, both official and non-official, who have been implementing the various programmes. You will bear with me when I say that Andhra Pradesh may legitimately claim a share in the good work that has been going on in the country to make a reality of a one-time dream. We have done our best to push through the schemes of community development, and I must take this opportunity of expressing my warm appreciation of the very fine spirit which our officials and non-officials have, by and large, brought to bear on the execution of their work.

Until recently the States have been engaged in preparing the ground for the devolution of power on the people. It has all been just spade work. But now we have reached the critical stage of our experiment. Administration is being decentralised with a view to associate the people, through their representatives, directly with it at the Village, Block and District levels. This

decentralisation, in so far as it seeks to give more power to the people, is all right. But power, in fact, is responsibility. Therefore, whether its devolution proves a blessing or a curse will depend on the manner in which this responsibility is discharged by the people's representatives. If the power is going to be abused for furthering one's personal, sectional or communal interests, the injury to the national cause is bound to be extensive rapid and irreparable. It will shake the faith of the common man in our democratic institutions. I therefore, plead, with all the earnestness that I can command, that those, in whose hands this new power is being entrusted, will realise the depth and extent of their responsibilities. They should remember that this great experiment of decentralisation is a sacred trust placed in their hands.

The success of the scheme of decentralisation of power will depend, almost entirely, on our ability to provide for the people a clean, honest and efficient administration. Having taken our administration right down to the village, the quality of the men who have to exercise power and patronage there, demands much greater attention on our part than the quantity of the stuff we grow or produce. We should, no doubt, concentrate on increased production; but in-reased production, by itself, would fail in its purpose unless those who control it believe in its equitable distribution. Likewise, our increased skill would mean nothing unless this is utilised for cementing the people with one another. For, if instead of bringing the people closer, our increased energy results in driving them further apart, such energy, to be sure, is to be deprecated. We have, consequently, to be on the alert that our energies do not get into wrong channels. A good administration only can ensure this. We should, therefore, put in concerted efforts to develop amongst our administrator the right approach which stands for justice, impartiality, fair-play and integrity in the discharge of their official functions. The responsibility for bringing this about is of the political parties in general, and of the party in power in particular. The earnestness, dispatch and firmness with which objectionable activities will be put down and healthy ones promoted, will very largely determine the quality of the administration that will obtain in the country.

But speaking to those of you who are, as it were, the brains trust, or if you please, the conscience-keepers, of your governments, I must say that, in the main, it is you who determine the content and pattern of all our development plans. You are responsible for their design and texture. Nor otherwise is our responsibility any less than that of the people's representatives. You cannot run away with the idea that you are mere wage-earners. You are no more a wage earner than the highest dignitary in the land. Nor may any one relegate you in the back-line of patriots. The interest of the country are to be as close to your hearts as to that of any other person. In a way they may be closer. You have the distinct advantage of a better and superior education in comparison with most others, and consequently your responsibility for ensuring a good administration is far greater than theirs. Because you deal with the day-do-day affairs of administration, you very largely determine its colour and complexion and it is imperative therefore, that you should be fully charged with the spirit of the Community Development programme. A tremendous lot has to be accomplished. I am told that the tendency still continues to be more towards the provision of amenities than organising the community for stepping up agricultural production. Sufficient

emphasis is not being laid on the need to spur the people to take upon themselves a larger share of the responsibilities in the fulfilment of the programmes through voluntary contributions in the shape of money, materials and labour. Till now very little visible effort has been made or attention paid to securing employment of those who need employment. There has also been some reluctance on the part of representative institutions to levy taxes, or to increase them where such increase is eminantly justified. More attention needs to be paid to the weaker sections of Society to whom the people's institutions owe a special responsibility. In this connection I must express, though with considerable regret, that sometimes even senior officers look askance at the Community Development Programmes and pooh pooh them in private. This is extremely bad because of the unfortunate impression such an attitude would create on the common people about our development plans. I am only making a general statement which, wherever it may fit, should be taken due notice of. Such conduct is bound to stigmatise an officer as being false to himself, to his vocation, to his fraternity and ultimately to the country. I appeal to all the officials to be on their guard lest, unwittingly, they do damage to the cause whose care they have the privilege to be entrusted with.

I am not unaware of the many disheartening obstacles and difficulties that come in the way of the smooth functioning of the officials. In some cases faction in the ranks of the Samitis has interfered with progress. Power politics has been carried in a few cases to the level of local administration. Within the Parishad, the Samiti and the Panchayat, real endeavour continues to be confined to a few of the devoted and enthusiastic members only. In so far as the difficulties are the creation of the people's representatives, I shall plead with them to spare you the agony of being silent and helpless spectators to a deteriorating administration. But what I must emphasise is that officials have to play a vital role in making a success of this experiment. If the officers get into the true spirit of the programme, their devotion, earnestness, integrity and application will help to remove many of their difficulties. They should learn to play their new role of being the friend, philosopher and guide to the people's representatives and should completely identify themselves with the aspirations and interests of the community.

I am also not oblivious of the extraneous influences which tell upon good administration. I would, therefore, utilise this opportunity for pleading with the representatives of the people to help our officers. Their interests and the interests of the officials are identical. They should combine and make a concerted effort to resist the extraneous influences. Outside influences are bound to affect the administration adversely. And once our administration goes wrong, it will not be long before whatever little we have been able to achieve, will come tumbling down. It will virtually mean the selling of our country's future for a mess of pottage. Hard words indeed, but the justification for this forceful expression of my fear is that I am one of those humble persons who want democracy to succeed and flourish in our country, not just for a decade or two but for all time to come. To bring this about, its foundations must rest on a strong, just and impartial administration. In this work the people's representatives can be of considerable help in influencing the masses by their

own example of good conduct. The officers also can be of great help in this connection. When they go to the people they should generate in them the feelings that they are people's kith and kin and no strangers. In short, the Community Development Programme has given both the people's representatives and the officials a great opportuniry for serving the country.

I have glanced through your agenda. It deals with the subject of Community Development quite exhaustively. I would not attempt to dilate on any specific item therein, but should like to make just three small suggestions. The first is that, because the whole country is going to be brought shortly under Panchayati Raj, it would be helpful if the Central Government would draft a model Panchayat Bill for the guidance of all concerned. The second relates to the promotion and development of village and small-scale industries. Some contend that small industries have no place in the present-day world in which large-scale industrialisation is looked upon as the hall-mark of material progress. I am afraid this view is both erroneous and misleading. We should not make a fetish of increased production. What we really aim at is not only increased production but the equitable distribution of its benefits. We want employment for the maximum number of our people. Small-scale industries, besides achieving increased production, add to our employment potential and help to relieve our growing unemployment problem.

I know there are some difficulties in the way of promoting small scale industries. The first is the unequal competition by the big machine. Handicrafts and cottage industries can flourish only if certain concessions and facilities are offered to them. A well-defined field should be reserved for small-scale industries so that the element of competition between the products of these industries and machine-made articles can be reduced to the minimum, if not totally eliminated. The second difficulty is the reluctance of the very people, for whose benefit the small-scale industries are conceived, to make use of their products. These people have to be educated on an extensive scale into the advantages of using indigenous articles, and this should be one of the first responsibilities of the members of the Panchayats, the Samitis and the Parishads. They should, by their personal example, create a craving for and a pride in the use of the products of local and small-scale industries. They should educate the people not to be carried away by the fineness or gloss of machine-made articles. If we insist on propagating a blind craze for machine-made articles, we shall find it very difficult for the handicrafts and village industries to grow in our country, and the result would be that the gigantism of the big machine will devour all our efforts in the direction of the development of the rural community. Incidentally the growth of small-scale industries in the countryside will reduce the present exodus of our rural population to the cities and towns which are already hopelessly overcroweded. I personally feel it would be far more advantageous to allow the people to earn an honest livelihood in a healthy countryside rather than drive them to our urban areas and force them to live in all the stink, squalor and filth which are at present the deplorable features of much of our town life.

My third suggestion concerns the Youth Associations which have a vital role to play in the successful functioning of Panchayati Raj and the implementation of the Community Development Programme. Here I should like

to utter a word of warning against over-indulgence in, what are called, our cultural programmes. Folk dances occupy a place of absolute pride in these. Their participants and the majority of the spectators are our impressionable youth. I do not know what appeals to the youth more; the idea behind the dance or the glamour of its performer. Even when a dance depicts a spiritual theme, the make-up the movements and the glittering dresses of the dancer are likely to have a more powerful appeal for the raw youth than the philosophy behind it. These dances tend to corrupt the minds of the youth and create in them a sense of exaggerated self-importance and, what is worse, a craving for adulation and applause. I am of the opinion that immature minds should, as far as possible, be protected against such temptations. Our cultural programmes should consist of Bhajan Mandalis, the singing of patriotic songs and the staging of dramas depicting the glorious deeds of our national heroes, saints and sages. These programmes should really help in purifying and stabilizing the young minds so that they do not run riot. They are already too much cinema and radio-infected. I believe it is time we took pity on their tender innocence.

I do not think I should tire your patience any longer. I now have great pleasure in inaugurating your Conference and wishing its deliberations every success.

JAI HIND

APPENDIX 2

Address by Shri V. T. Krishnamachari, M. P. at the Inaugural Session of the Annual Conference on Community Development at Hyderabad on July 13. 1961.

I

It gives me sincere pleasure to have the opportunity of meeting Development Commissioners once again and participating in the annual review of the working of the community development movement.

2. I propose to speak to you today on the steps that have been or are being taken in States to complete the democratic structure of the community development organisation in the district and indicate, as briefly as possible, the manner in which the work of the new bodies should be organised for achieving the objectives of the movement. In the Second Five Year Plan report (May 14, 1956), the Planning Commission said: "The need for creating a well-organised democratic structure of administration within the district is now being widely felt. In this structure village panchayats will have to be organically linked with popular organisations at a higher level. In some States it may be convenient to have a democratic body at the district level, in others at the level of sub-division." The Commission recommended "a careful and objective study in the light of conditions prevailing in different parts of the country and experience during the first five year plan." With the consent of the National Development Council, this study was entrusted to the COPP (Committee on Plan Projects) Team "for the study of community projects and national extension service", under the chairmanship of Shri Balwantrai Mehta. The recommendations made by this Team in its report submitted in November 1957 were considered by the Central Committee for Community Development which suggested to States the broad lines on which legislation might, be undertaken to bring into existence block or taluk and district samitis. Two patterns are possible: the first, a block or taluk samiti with powers of taxation as the 'administering' body with a district samiti invested with coordinating and supervisory functions: and the second, a district samiti with powers of taxation and 'administration' with block sub-committees to which functions are assigned. States have the discretion to choose the pattern that suits their own circumstances. They are also free to settle the composition and mode of election or selection of members of block and district samitis.

3. I should like to explain the far-reaching character of the reform which is being initiated and its significance. In 1884, a movement was started for setting up district and taluk boards for rural areas with a two-fold object—training people in self-government and enabling a sort of 'second line' leadership to arise in districts from which members would be drawn for the Provincial and Central Legislatures. These bodies had specified powers of taxation and also received grants from Governments. Their functions were to look after education (primary and secondary), roads, medical relief, health, and rural water supplies etc. Though, excepting in specially favoured areas possessing irrigation facilities, these bodies had inadequate financial resources, they attracted the services of capable and public-spirited men to work as chairmen and in other capacities. With the advent of Independence and the large programmes of rural expansion initiated in the five-year plans, these local

bodies with their restricted spheres of activity became out-of-date and had to be replaced. The block and district samitis now being formed take their place with considerably enlarged responsibilities and resources. The new bodies will have the following functions (*i*) those performed by the taluk and district boards which they are replacing; (*ii*) activities included in the community development programmes in their areas; and (*iii*) all other developmental activities performed by the development and revenue agencies of the States in their areas. In other words, their functions will include all aspects of district administration excluding law and order, administration of justice and what may be called the regular revenue functions. All activities connected with social and economic growth are thus within their competence. They are also endowed with adequate resources because, in addition to the shares of land revenue assigned to them and the taxation they are empowered to levy, the funds allocated under the Plan for the developmental activities entrusted to their care are automatically passed on to them. These bodies thus occupy a most important place among the developmental agencies in the country.

4. Legislation for the establishment of 'Panchayat Raj' has been enacted in Andhra Pradesh, Assam, Madras, Mysore, Orissa, Punjab and Rajasthan. In all these States except Orissa and Punjab panchayat samitis have been formed and community development functions have been entrusted to them in most areas covered by the movement. In Orissa, elections have been completed and in Punjab, they are in progress. In Uttar Pradesh, Madhya Pradesh and Bihar, Bills are before the Legislatures. In other States, Maharashtra, Gujarat etc., Committees, have reported and legislation is being drafted. In Kerala, Panchayat Act has been enacted with due regard to the special conditions in the State and panchayats are vested with community development functions. It may be stated generally that in all States, the process of forming panchayats and entrusting them with all the functions which I have described will be completed before 1963 when the entire country will have been covered by community development blocks. In all the States in which legislation has been passed, what may be called the "effective" body is the block or taluk samiti and the district samiti has, by and large, co-ordinating and supervisory functions. The composition of the block samitis varies in different States. In Andhra Pradesh, Rajasthan and Orissa, presidents of the village panchayats are *ex-officio* members of the panchayat samitis. In addition, in Orissa, every gram panchayat elects one other person from among non-members to the block samiti. In Madras and Punjab, the system is for the members of gram panchayats to elect one among themselves to the block samiti. In Madras, for constituting the first set of block samitis, the chairmen of panchayats have been made *ex-officio* members. In Mysore and Assam members of taluk boards and anchalik (block) panchayats are elected directly by adult suffrage by residents in the block. In addition, in all States, provision is made in the law for the representation of the cooperative movement, scheduled tribes, backward communities etc. on the block samitis. I do not propose to go into the question of the respective advantages and disadvantages of having the district or the block as the effective unit nor do I propose to discuss the relative merits of the methods of forming block panchayats that have been adopted in States. My intention is to devote the short

time at my disposal to the subject I mentioned earlier—the way in which the working of the panchayats should be organised. I would like however to make one observation about the composition of these panchayats. We seek, through these bodies, to bring about social transformation and changes in attitudes and outlooks among 70 million families—the most difficult task that any nation has hitherto undertaken. We should, therefore, make every effort to bring into them the best men and women in districts, whether in rural or urban areas, who would devote themselves to assisting the people in rural areas to build up the new pattern of society that is envisaged. There should be no restriction of this freedom of choice. Only in this way will arise a new leadership based on constructive service for the community from which, indue course, members would be drawn for State Legislatures and Parliament.

II]

5. I shall now proceed to deal with the main subject of my speech today, namely what are the conditions which are essential for the success of 'Panchayat Raj' and how shall we ensure that the social and economic benefits of community development, accrue to all families in the countryside?

6. In her recent book, "India and the West", Dr. Barbara Ward, has summed up her appraisal of the result of the community development movement in these words: "The Community Development projects have now been in existence for a decade. The first enthusiasm in which they were seen as instant instruments of rural renewal has given way—at least in some quarters—to an almost equal pessimism about their chance of ever securing any real change at all. The small increase in foodgrains, the continuing mass of rural under-employment, the slow take-up of irrigation water are cited as evidence of an inertia that nothing as gentle as persuasion can dispel. Short of this extreme view, there is very general agreement that the outcome has been uneven, the good projects giving very satisfactory results, the poor projects lapsing back into the old ways. I think this judgement must be accepted and we must all apply ourselves to intensive, nation-wide efforts to ensure that 'rural renewal' *does* take place in the shortest time possible.

7. For the success of the community development movement, two conditions are essential: Firstly, there should be a large and diversified programme of development for all parts of the country and along with it arrangements at all levels for technical advice and supplies, services and credit. Secondly, there should be an "extension" agency which in our case in the district and block panchayat organisation, to assist every rural family to increase production by making the best use of the facilities made available and in bringing into existence and working the new institutions—panchayats, and cooperatives—on which every family would be represented in its own right. In other words, the extension agency can justify itself only, if within the shortest possible time, it can give assistance in the form of supplies, services and credit needed by every family for a production programme. If it cannot offer them at all or can offer them only to a limited number of persons, who in most cases can look after themselves, it will cease to command confidence. It is my considered view that the main reason why the benefits of the movement have been uneven is that the three most important programmes on which agricultural production depends and for which there are liberal allocations in our

Plans have not been carried out efficiently enough for their benefits to become available for being utilised in villages for increasing agricultural production. These programmes are: (*i*) irrigation, major and medium and minor; (*ii*) afforestation, soil conservation and contour-bunding in dry areas; and (*iii*) production and distribution of 'approved' seeds.

8. In our Plans, we have an impressive programme of large and medium irrigation projects on which Rs. 750 crores have been spent already and Rs. 661 crores will be spent under the Third Plan. The utilisation of the supplies made available under the projects has, however, been very tardy. When the Second Five Year Plan was prepared (April 1956) the States estimated that 12 million acres would be brought under irrigation in the five year period. In 1958 when there was a reappraisal, utilisation was expected to be for 10·4 million acres. Only 6·9 million have been actually irrigated. In making estimates of utilisation for the Third Five Year Plan, an interval of five years from the date of availability at village outlets has been allowed in large projects and two or three years for medium projects. These periods are too long and can be reduced with careful administrative and technical organisation. The main reason for the time-lag in utilisation is that, in most States, no legislation has yet been passed for imposing the obligation on beneficiaries to (*i*) construct field channels in their holdings and (*ii*) maintaining them in an efficient condition and empowering the panchayats to take prompt action in cases of default. As I pointed out in my speech at Mount Abu, to utilise the irrigation available in these projects, between 30,000 and 40,000 miles of field channels have to be excavated every year. The sooner legislation is passed, with provisions for strict enforcement of liability, the better. Otherwise there will be no return for years on the large capital outlays and production will suffer seriously.

In regard to minor irrigation, the position is equally unsatisfactory. In every Plan we allot nearly Rs. 200 crores for these works. We have not succeeded in most cases in making people accept them as their programmes and contribute labour and/or money to supplement the Government allotments. What is more serious, the obligation of beneficiaries to maintain tank bunds and silt-clear tank beds and to construct and maintain field channels is not enforced with the result that as we go on renovating tanks, more and more tanks get out of use. Here again laws should be passed imposing obligations on beneficiaries and these should be strictly enforced. Programmes for well-irrigation should be sanctioned freely and additional funds provided wherever they can be used profitably.

9. The next group of programmes is afforestation and soil conservation and contour-bunding. These again did not attain in the Second Five Plan the momentum we had hoped for. These programmes may be classified as follows:

Inter-State rivers—Afforestation of catchment areas and canal banks are urgently needed for prolonging the life of dams and reservoirs and checking erosion. Systematic schemes should be prepared for this. In many cases, the catchment areas lie in one State and reservoirs and dams and canal systems are in other States. Instances of these are Bhakra-Nangal, the D.V.C. and Hirakud systems. The catchment areas of the Bhakra-Nangal

system lie in Himachal Pradesh and those for the D.V.C. in Bihar while the benefits of irrigation accrue to Punjab and Rajasthan in the one case and Bihar and Bengal in the other. In such cases, River Boards should be set up under the River Boards Act of 1956 for preparing schemes of afforestation and soil erosion and settling of financial responsibilities of the States that benefit from irrigation.

Other rivers and streams—Here, there must be State Boards to prepare afforestation and soil conservation schemes for the entire basin with contour-bunding and other programmes for all villages in the basin to be carried out by the people concerned. For, however much we may extend irrigation, we shall have about 150 million acres left for which these techniques have to be employed. In the first instance, each State should have pilot projects for entire basins in different regions in which technical staffs should be trained and also people from villages. It is common experience that once people see these programmes in actual execution they are convinced of their utility and are prepared to carry out their obligations. The arrangements for financing such schemes should be as follows:—

Afforestation of the catchment of the basin	State Government.
Works common to more than one village	Do.
Common works for the village	To be distributed among beneficiaries; for this, loans might be given.
Works on individual holdings	To be carried out by the owners of holdings.

Laws should be passed specifying these obligations.

Such projects should be spread rapidly so as to cover the entire area of about 150 million acres within ten years. This is a matter of technical organisation and forming villagers into cooperatives. The loans needed can be found from the allocations in the Plan supplemented by loans from cooperatives. Unless these programmes are spread rapidly, with wide acceptance and participation by people, the community development movement can have nothing of value to offer to unirrigated areas which constitute such a large proportion of the cultivated area.

10. The third programme is the organisation for the supply of approved seeds. In the Second Five Year Plan, carefully worked out programmes for seed farms for producing nuclear seeds were sanctioned. These were sufficient to cover the entire area in the country under wheat, paddy and jowar—over 150 million acres—with approved seeds. Wherein individual States seeds suitable for other crops were available, provision was also made for them. It was expected that all the nuclear seed farms would be ready in the first two years of the Plan and in the remaining years, multiplication of nuclear seeds to make approved seeds available in villages in the needed quantity would be completed. As a matter of fact, not all the seed farms have been set up and the availability of approved seeds in villages is much less than was anticipated. The programme should be pushed through with utmost rapidity. What is needed is this: firstly, there should be fairly large-sized nuclear seed farms

under qualified technical officers. In these, there should be provision for young farmers to work for the entire crop season, so that they learn new techniques and also receive lessons in the running of panchayats and cooperatives. Liberal stipends should be given to them for his purpose. Secondly, there should be permanent arrangements made in villages, with the concurrence of panchayats and cooperatives, for multiplying the seeds required for the entire area. Thirdly, cooperatives should distribute the seeds in kind to those who cannot pay for them, making recoveries after harvest. There are special arrangements for cotton, sugarcane and other 'cash' crops which appear to be working satisfactorily. The aim should be that within two or three years, there should be enough supplies of approved seeds for the entire area under cultivation. Without this, extension work will suffer.

11. To sum up what I have said in this section: State Governments should enact legislation and also effect improvements in their administrative and technical organisations so as to ensure that development programmes on which large expenditure are incurred yield maximum results within the shortest possible time. In this, the district community development organisation has also its part. It is only if the benefits of these programmes accrue to every village and technical advice, supplies, services and credit are made available for all families for plans of production that the district community development organisation, which also is the extension agency, can make itself useful to villagers and win their confidence.

III

12. I shall now proceed to give my views on the manner in which the work of district and block panchayats should be organised. The main objective of 'Panchayat Raj' is that these organisations should constitute the agency for implementing the community development programme and other programmes under the Plan in their respective areas and in assisting villagers, organised in panchayats and cooperatives, to utilise the facilities made available for improving their living standards. These bodies have no 'policy' functions. They have to carry out policies embodied in the Plan and laid down by State Governments with the approval of State Legislatures.

13. The Panchayat laws define the revenues available to these bodies by taxation. The amounts allotted in various departmental budgets for projects in the district are passed on to them. They also receive grants from State. A five-year statement of resources can thus be prepared. Much more important is the preparation of district and block plans. At present the programmes entrusted to these bodies are shown under different heads. They should all be brought together. These are:

(*i*) programmes included in the 'schematic' budgets of blocks under community development;

(*ii*) programmes included in the general plan of the State under agriculture, animal husbandry, cooperation etc.;

(*iii*) programmes of minor irrigation included in G.M.F., agriculture and revenue plans as well as loans for wells, electrical pumps, etc.;

(*iv*) programmes of panchayats as local boards—drinking water wells, roads etc.;

(*v*) local development works.

These programmes should be viewed as a whole and coordinated. They should not be isolated and overlapping. The district and block plans should also include all works that have to be done in the blocks and villages in respect of major and medium irrigation projects—construction of field channels, utilisation of benefits—soil conservation and contour-bunding schemes etc. They should also have schedules showing the obligations of beneficiaries which have to be enforced. The block plans should in addition have an annexure showing for villages, arranged according to the jurisdiction of village level workers, pr grammes to be carried out in them. These Five-year Plans should be supplemented by annual plans.

14. I have pointed out how important it is for district and block official technical teams to coordinate their activities in such a manner that technical advice, supplies, services—to which credit can be linked—become available to all villages through panchayats and cooperatives at the right time and in sufficient quantities. There should be an uninterrupted chain of responsibility for this coordinated work from the technical team at the level of the State through the district team and the block team down to the village. The responsibility of the officials at different levels should be defined clearly and enforced. Criteria should be evolved for assessing their work and promotion should depend on efficiency. The official agency should also be primarily responsible for enforcing obligations imposed by law and for supervising the manner in which works are carried out and taking steps to see that there is no waste or misuse. When there are cases of waste or misuse, there should be careful investigation and action taken. It is to be hoped that every effort will be made to see that officers are kept on in their positions uninterruptedly for long periods, so that they might acquire local knowledge, establish personal contact with rural families and get an insight into their problems.

15. I have so far spoken of the need for defining the responsibility of the official teams in blocks and districts. The essence of community development, however, is that the movement should always be a peoples' movement, based on self-help and cooperation, and enlisting their creative energies in the task of raising their own living standards. It should always retain its dynamism. The main initiative for this rests with the members of the block and district samitis, assisted by voluntary organisations and workers in all areas. They should devote continuous attention to organising new panchayats and co-operatives and improving them and the existing ones, so that within a short time every family would be represented on at least one cooperative society in its own right. Through these bodies, they should get improvement programmes accepted and implemented by all families. Special assistance should be given to the economically weaker families in order that they may get the full benefits of the improvement schemes. In other words, a sense of social responsibility should be created. This is the essence of cooperation. The well-to-do farmers in a village should assist the programmes by multiplying on their holdings the approved seeds required for the entire village, these

being distributed in kind to those who cannot make payments immediately; by depositing their savings in the cooperative societies, so that as soon as practicable the entire short-term credit needed by the society is found from members' deposits; by seeing that loans are granted not on security of property but on personal security for creditworthy purposes; and in other ways suited to conditions in individual villages. Training programmes for members of panchayats and cooperatives and secretaries are of cardinal importance. It should be the special responsibility of the non-official agencies in districts to play a leading part in organising these. When the movement is fully developed it is expected that we shall have about 250,000 to 300,000 panchayats and as many cooperatives with nearly 70 million members. The aim should be to have in the next five years as large a proportion as possible of these trained as members of panchayats and cooperatives. There should also be programmes for training young men to work as secretaries to these bodies. An important criterion of successful working of the movement lies in the extent to which all programmes in villages are accepted by the people as their own and contributions in the form of money and/or labour are made for them. An equally important test of success is the extent to which the unutilised energy of the people in the village is harnessed for works of benefit to the community as a whole and for building up community assets like village plantations, fisheries, roads, drinking water wells etc. In such programmes, the families that are better-off should bear relatively larger burdens than others. There should also be active women's movements and youth movements in all villages in the area.

16. It will be useful at this point to define in a general way the relationship between the 'Panchayat Samitis' and the cooperative structure. Cooperatives are voluntary business organisations, governed by special laws and depending for their financial resources largely on loans raised from outside. Panchayat Samitis and these agencies should supplement one another. The block and district samitis can assist by promoting societies, guiding them in their work, stimulating deposits by members and others, bringing about a sense of social responsibility and cohesion and participating in training schemes for members and secretaries. Central and apex banks should continue to be responsible for the control of the movement financially and ensuring that it works on sound lines. Registration of societies and other functions which are of a quasi-judicial character are the responsibility of the Registrar to whom these are assigned by State laws. Audit should, of course, be independent.

17. I shall conclude my remarks under this head by drawing attention to the need for rationalising the entire structure of district administration in the context of 'Panchayat Raj'. In recent years, the district organisation has been growing in a rather haphazard manner. When the community development organisation was started, it was superimposed on the existing development administration. The two worked side by side without connecting links. There were also the old local boards functioning separately. The result is that we have the following agencies in districts working on parallel lines with their activities almost entirely uncoordinated:

(*i*) the portion of the revenue administration dealing with specified developmental functions;

(*ii*) the established development departments at the district, taluk and other levels—agriculture, animal husbandry, cooperation etc.;

(*iii*) the non-official cooperative structure—apex banks, central banks etc.;

(*iv*) the community development agency with block officers and VLWs, including panchayats at the village level;

(*v*) the agency of local boards.

All this is leading to much overlapping and waste of effort. I hope that in every State one district will be chosen and a well-knit staffing pattern evolved with functions assigned on a logical basis. This will be useful when more areas are brought under panchayat raj in the next two years.

18. Increased agricultural production holds the key to the success of the community development movement and of our Plans. There is no doubt that with the proper application of known techniques, expansion of irrigation and adoption of afforestation and soil conservation programmes, our agricultural output can be increased three or four-fold. The results of crop competitions show this. We have placed before ourselves the target of doubling agricultural production in ten years. This can be achieved if sustained nation-wide efforts are made and our administrative, technical and supplies organisations function efficiently. Whatever the character of Governments may be—democratic or 'totalitarian'—two things are essential for the spread of scientific agriculture. The first is an organisation extending from the level of State to the level of a group of villages for technical advice and supplies of seeds, fertilizers and other requirements of farmers. The second is an agency living in close touch with farmers in villages to see that these facilities are used properly. I have spoken at some length, on the first of these requisites in relation to our own conditions. It will interest you to know that an important step taken when Soviet agriculture was reorganised early this year was the setting up of a "Farm Supplies Corporation" with branches at "republic, kray, oblast and rayon levels". A similar network organisation, under Government experts, exists in China. It is in regard to the agency for spreading scientific agriculture that there are radical differences between INDIA on the one hand and U.S.S.R. and CHINA on the other. In China and U.S.S.R. the farming populations are grouped into collectives or State farms and communes, which are increased in size progressively by amalgamation; and the adoption of improved techniques is in charge of numerous communist workers (cadres) living with the people. It is estimated that in U.S.S.R. there are 10 millions of these and in China 14 millions. I have not got the numbers of these who live in the collective and State farms and communes; but a fairly large proportion are engaged in agricultural work. Our own equivalent of these is the 'Panchayat Raj' under which agricultural families work for their own betterment through self-governing institutions. In my view, this is the only system that is suited to our way of life and I have every confidence that, under it, we shall be able to bring about the peaceful social transformation of rural life which is our objective.

19. I am afraid I have detailed you longer than I intended. You have a very important agenda before you and I wish your deliberations every success.

APPENDIX 3

Summary of the speech by Shri S. K. Dey, Union Minister of Community Development and Cooperation, at the Inaugural Session of the Annual Conference on Community Development, held at Hyderabad on July 13, 1961.

Shri Dey in his speech stated that the Annual Conference affords an opportunity for a survey of the programme and to search for a new orientation of the programme, if called for. When the programme was started in 1952 the countryside was considered to be stagnant and it was necessary to commandeer all the emotions of the Nation to give it a shake up. But, during these years, considerable progress has been achieved. What is required now is a proper understanding of the programme and giving it an appropriate direction.

Thanking the Governor for the complimentary references made by him in the inaugural address, the Minister added that there would have been no community development but for Shri V. T. Krishnamachari. The Minister assured that the points mentioned in the inaugural address would be borne in mind during the deliberations of the conference.

Shri Dey stated that in the Third Five Year Plan an effort has been made to ensure that the interests of the rural community receive adequate attention. The Plan has cast a heavy responsibility on the C. D. organisation viz., the Central Ministry, the Development Commissioners in the States and their counterparts at the village level.

The Minister described the introduction of Panchayati Raj as a revolutionary step pregnant with great potentialities for the country. This is transforming the programme, which has hitherto been a "government programme", into a "people's programme". Six States are already implementing Panchayati Raj. He observed that there are some variations in the patterns obtaining in the various States, and often the question is asked why a model legislation for Panchayati Raj could not be enacted from the Centre. In the widely varying conditions in India, it is difficult to have a model legislation that could accommodate backward and forward areas and radical and conservative thoughts. As such the States have been left free to devise patterns best suited to their local conditions. However, the draft legislations of the States are referred to the Centre and based on the pooled experiences from the States suggestions are often made by the Central Ministry. The experience during the first two-and-a-half years of Panchayati Raj indicates, according to Shri Dey, that the people are rising and exerting democratic pressures through democratic forums on the government.

The Minister defined Panchayati Raj as a connected pattern of democracy linking the entire adult village population, as reflected in the Gram Sabha, to the Lok Sabha, which is the apex democratic forum of the Nation. In the context of Panchayati Raj the conference of the Development Commissioners will have to acquire a new significance, a new orientation, and a new direction if the programmes and priorities that will be determined at this conference are to be implemented successfully by the people's institutions.

Shri Dey stated that some of the emerging problems of Panchayati Raj have been considered by the Central Committee presided over by the Prime Minister at its last meeting. With the approval of the Central Committee ten acid tests, which the Panchayati Raj institutions must satisfy if Panchayati Raj is to grow as an effective institution of democracy, have been devised. The Minister described these ten acid tests as the most important item of the agenda.

Agriculture is the first acid test. In India our surpluses are necessarily to grow from agriculture—the most important and vital industry in the country. The target for food production set in the Third Five Year Plan imposes on the nation as a whole and the C. D. programme in particular, a very difficult task. The Minister wanted the Development Commissioners to consider how best the task could be accomplished and how the Gram Sahayaks, who have been trained all over the country, could be given an institutional shape as auxiliary Extension workers.

Village industries form the second test. Shri Dey desired that the Development Commissioners may focus their special attention to find out the reasons for the slow progress of the integrated programme for rural industries jointly evolved with the Ministry of C. & I. The Minister also referred to the difficulties in the marketing of the products of village and small scale industries.

The next test is cooperative organisation. The Panchayati Raj institutions, the Minister said, will have to take special steps to see that the cooperatives grow up as institutions for managing the economy of the village.

The fourth test is the development of local resources. The entire plan of the country, Shri Dey stated, must be based on the elementary essential pre-requisite that every single man must put in an effort to earn the food he consumes. The Village Panchayats will have to look into the question of utilisation of the valuable manpower.

The optimum utilisation of the resources available to the Panchayati Raj institutions constitutes the fifth test. It will be the special responsibility of the Panchayati Raj institutions to ensure that the resources placed by the government at their disposal have been utilised to the optimum advantage.

Weaker sections of the community, Shri Dey stated, who are hitherto neglected, have to be given a special boost if Panchayati Raj institutions are to be treated as the heads of the village family, the block family, and the district family. Dispersal of authority by them vertically and horizontally with special emphasis on the role of voluntary organisations is another test.

The success of Panchayati Raj, the Minister, averred, should be judged of the basis whether the lower organisations have derived more powers and responsibility from the higher organisations.

Promotion of understanding and harmony between the people's representatives and the people's servants through comprehensive training and education and a clear demarcation of duties and responsibilities constitutes another test.

The next test, the Minister stated, is progressive increase of competence in both officials and non-officials. The last test is cohesion and cooperative self-help in the community, which, according to Shri Dey, is the end that is being aimed at.

These ten acid tests, the Minister stated, would form the basis for judging the success of Panchayati Raj institutions. The C. D. organisation, the Minister stated, has a special responsibility cast on it to see that the detractors of democracy either in government or outside do not get the upper hand in society and try to undermine this revolutionary structure that is being set up. If Panchayati Raj succeeds, it will be the greatest blessing for this country; and if it fails, it will not merely be a failure of the administrative structure but it will be a failure of democracy and will result in the substitution of something which will be its opposite. Shri Dey added that in a country which is living and vital and prosperous and moving forward there should be good as well as bad people. But there should be a proper blending of the energies of the two. Therefore, the aim should be not to elimiate the bad people but an effort should be made to create an atmosphere through education and training and organisation at all levels, to see that the people settle ideological issues though non-violence and that their energies are directed for taking the country higher both in spirit and in material welfare.

Referring to the role of the All-India Panchayat Parishad, Shri Dey stated, there is already such an institution, though it is not fully representative and does not yet have an adequate constitution. The Minister sought the advice of the conference as to how an All-India Panchayat Parishad or a similar organisation should be constituted and what its responsibilities should be, and that its relationship should be with its constituent units.

Among the voluntary organisations, the Minister mentioned, that youth and women's organisations have to be promoted through Panchayati Raj.

Shri Dey urged that the C. D. organisation has to give a complete definition of the socialistic pattern. This pattern, according to him, should be supported by four pillars: the first is political democracy from Gram Sahba to the Lok Sabha; the second pillar should be the pillar of economic democracy; the third pillar is constituted by the public sector which may be called the pillar of industrial democracy; and the fourth pillar should be the pillar of private enterprise, which may be termed "ethical democracy".

The Minister thanked the Governor for inaugurating the conference and Shri V. T. Krishnamachari for having agreed to preside. He expressed the hope that the conference, through its deliberations, will make a significant contribution to Community Development and Panchayti Raj.

APPENDIX 4

Summary of the Concluding Speech by Shri S. K. Dey, Union Minister of Community Development and Cooperation at the Annual Conference on Community Development at Hyderabad on July 15, 1961.

In his concluding address, Shri Dey observed that as a passive participator in this vital conference, he is too near to the event to be able to sum up exactly what contribution this conference had made to the programme of community development.

The Minister observed that this conference will be followed in a couple of days by the Conference of State Ministers of Community Development and Panchayati Raj. Thus, it would be possible to take important policy decisions, cutting short many time-consuming formalities, within 48 hours of the Annual Conference.

Referring to the delibrations of the Conference, Shri Dey observed that they reflected certain unity of approach to things which have been established by working together for about 8 to 9 years. In this context, he emphasised the need for an organisation which can speak on behalf of the people while not being directly responsible for the implementation of the programme, so that it could throw up challenges and pose some issues which would be vital to the programme. The Planning Commission at the Centre has been discharging a similar function. The Minister observed that this aspect will be discussed in the Ministers' Conference.

Referring to the reports of the Programme Evaluation Organisation, Shri Dey mentioned that the P. E.O. this year not only made an objective assessment of certain concrete programmes, but also had taken the responsibility for giving some suggestions on the basis of its experience. While hoping that the Programme Evaluation Organisation would continue working on this pattern and advising the Community Development Organisation as to what steps the P. E. O. thinks are correct on the basis of its experience, the Minister was sure that the Development Commissioners would make a deeper study of the reports and take necessary action.

Shri Dey stated that considerable effort has been put in by the Ministry for preparing the agenda papers and notes for the Conference. He also added that there has been very active participation of all the Ministries in the Centre for the first time in the preparation of the papers for the conference. He was happy that Development Commisioners from 14 out of the 15 States and representatives of the various important Ministries and Departments had participated in the Conference. He expressed his gratitude to all who participated in the Conference and assisted in the deliberations.

Expressing his thanks to Shri V. T. Krishnamachari who had presided over the Conference, Shri Dey mentioned that Shri V. T. had presided over all the Conferences excepting the Srinagar Conference of 1960. To Shri V. T. is due the survival of the very concept of Community Development.

APPENDIX 5

Summary of the Main Recommendations and Conclusions of the Annual Conference on Community Development held at Hyderabad in July, 1961.

Serial No.	Reference to para of the Main Recommendations	Summary of Recommendations
1	2	3
		Agricultural Production
		Seed Farms—
1	1·1	Suitable provisions should be made for providing the required facilities on all the farms during the first two years of the Third Plan.
2	1·2	Seed farms on leased lands should be changed over to Government farms. The practice of leasing Government lands to tenants for multiplication of improved seeds should be stopped.
3	1·3	The production of nucleus seeds and breeders stock should be linked with the seed production programme drawn up by the block staff on the basis of the requirements of improved seeds for different crops for saturation.
4	1·4	A list of improved seeds suited to different tracts should be prepared in each State.
5	1·5	Adequate facilities for production of nucleus/breeders stock should be provided as quickly as possible.
6	1·6	Concentrated efforts should be made to achieve the targets fixed for the Third Five Year Plan.
7	1·7	Horticultural and arboricultural nurseries should be started on seed farms wherever possible, if necessary increasing the area of the seed farms.
8	1·8	To provide incentives to farm staff, competitions should be introduced at the district level.
9	1·9	State Governments should take advantage of the training course for seed testing and seed processing organised by the I.C.A.R. Similar training programme should be undertaken in States also.
10	1·9	The I.C.A.R. should supply one seed processing plant recommended by them to each State Government along with the literature on this subject.

APPENDIX 5—*contd.*

1	2	3
11	1·9	The State Governments should have seed processing plants on as many seed farms as possible. Each State Government should estabilsh a seed testing laboratory.
12	1·10	Registered seed growers should be given training in seed multiplication.
13	1·11	A training programme for young farmers should be started at selected seed farms.
		Arrangements for supply and services—
14	2·2	The seed distribution and multiplication work from A class registered growers onwards should be handed over to the cooperatives during the Third Plan; the cooperatives should be subject to quality control and seed certification by the Agriculture Department.
15	2·3	The State Governments should give initial medium-term loans, through Central Banks, to the cooperatives for procuring agricultural implements, plant protection equipment, pesticides etc.
16	2·3	The work of distribution of water from Government outlets should be progressively taken over by local institutions like cooperatives and panchayats.
17	2·5	Cooperative staff at all levels should be trained in the maintenance of the quality of improved seeds.
18	2·6(*a*)	To those cooperative societies which do not have sufficient accommodation for storage of seeds and fertilizers, special assistance should be given for godown facilities.
19	2·6(*b*)	To offset the expenses incurred by the cooperatives for the transportation of fertilizers to the remoter villages, State Governments may make suitable adjustments to equitably distribute the incidental charges at different distribution points. The Ministry of Food and Agriculture may also consider reduction in the sale price to allow a certain margin to village cooperatives to meet the extra transportation charges.
20	2·6(*c*)	Each State should prepare a phased programme for handing over supply and service functions to the service cooperatives by the end of the Third Plan.

APPENDIX 5—*contd.*

1	2	3
		Utilisation of irrigation potential—
21	3·3	In new project areas, operations like construction of field channels, levelling of fields, provision of credit etc. should be undertaken to synchronize with the release of water from the project.
22	3·4	Legislation should be enacted fixing the responsibility for construction and maintenance of field channels on beneficiaries and enabling the Government to undertake the work, in case of default, at the cost of the beneficiaries.
23	3·5	Maintenance of minor irrigation works should progressively be entrusted to panchayats and other local organisations.
24	3·6	Funds allotted for minor irrigation from different sectors should be pooled at the block level.
25	3·7	While granting the financial assistance for installing pumps and private tubewells, care should be taken to co-relate their capacity to the actual needs of farmers.
26	3·8(*a*)	Survey and integrated planning of minor irrigation possibilities at the block and district levels, should be undertaken.
27	3·8(*b*)	Facilities for repairs to engines, pumps and other lift appliances should be provided.
28	3·8(*c*)	A minimum of 2/3rds of the total provision under Agriculture in the schematic budget, should be earmarked for minor irrigation.
		Local manurial resources—
29	4·1	The compost programme should be linked up with the preparation of village agricultural production plans.
30	4·2	The programme of demonstrations regarding the use of green manuring, suited for different crops and local conditions, should be intensified. Raising of green manure crops mixed with other crops should be encouraged.
31	4·3	Night-soil compost programme should be taken up in the bigger panchayats on the same lines as in urban areas.

APPENDIX 5—*contd.*

1	2	3
32	4·4	Special measures should be taken for selecting the particular green manuring crops suited to the climate and soil conditions.
33	4·5	While efforts should be made to make as many villages as possible self-sufficient in green manure seeds, the requirements of all the other villages should be met by purchases from surplus areas. The improved Seeds Corporation to be set up in the Ministry of Food and Agriculture should also take up this work.
34	4·6	Each State should prepare a phased programme for achieving the targets fixed in the Third Plan.
		Improved Agricultural Implements—
35	5·1	Every Gram Sevak should be supplied with a set of improved agricultural implements of proven value for demonstration purposes.
36	5·2	To improve the supply position of iron and steel, the following steps are recommended—
		(*a*) The position regarding re-rolling relating to agricultural sections should be examined with a view to make it profitable to the re-rollers.
		(*b*) An adequate number of re-rolling mills, distributed equitably throughout the country, should be set up.
		(*c*) A percentage of high carbon steel scrap should be earmarked for agricultural purposes.
		(*d*) A Special Officer from the Ministry of Food and Agriculture should be located in the office of the Iron and Steel Controller at Calcutta for effective liaison between the State Governments and the Controller.
37	5·3	The State Governments should arrange for providing the necessary technical advice to the fabricators for undertaking manufcture of improved agricultural implements on an extensive scale.
38	5·4	Early steps should be taken to augment the capacity for the training of agricultural engineers.
39	5·5	In every Industrial Estate set up by the Industries Department in the States, a few fabricators of agricultural implements should be established.

APPENDIX 5—*contd.*

1	2	3
40	5·6	Certain facilities such as heat-treatment and casting etc. should be made available to the fabricators at a reasonable cost. Agricultural implements produced by small fabricators may be exempted from sales tax.
41	5·7	Every State should have a well-equipped workshop for the manufacture of proto-types of improved implements and to serve as a centre for research and testing.
42	5·8	Targets based on assessment of district and block requirements of improved agricultural implements should be fixed, and time-schedules evolved for attaining them.
43	5·9	Necessary funds should be provided to enable the cooperative societies to supply implements on credit to their members.
44	5·10	A suitably staffed and equipped workshop should be attached to every Gram Sevak's Training Centre to train the Gram Sevaks and young farmers in the maintenance and repair of improved implements besides teaching the local artisans how to make them.
45	5·11	At the State level, a committee or a board may be set up to assist in drawing up production programmes and to devise suitable arrangements for the distribution and timely supply of raw materials.
46	5·12	Small fabricators should be subsidised in respect of certain implements.
		Effective and Purposeful Demonstrations—
47	6·3	The Extension Wing of the Food and Agriculture Ministry should bring out a pamphlet on laying out demonstrations for use by the extension workers in the Blocks.
		Village Agricultural Production Plans—
48	7·1	Every village should have an agricultural production plan. The village Panchayat and the Cooperative should be responsible for its preparation and implementation. The Panchayats may form a Sub-Committee for this purpose.
49	7·3(*a*)	The basic data should be collected and kept ready sufficiently in advance before the programme planning is taken up.

APPENDIX 5—*contd.*

1	2	3
50	7·4	The plan will consist of two parts: (*i*) Identification of items of production programmes to be undertaken in the course of agricultural season. (*ii*) Selection of cultivators who are desirous of improving their production and associating themselves with progressive farmers.
51	7·9 & 7·10	The draft production plan should be placed before the Gram Sabha and after approval should be exhibited at prominent places in the village.
52	7·12	Follow up of different aspects of the production plan may be entrusted to selected individuals.
53	7·13	The village Panchayat and the Cooperative should meet atleast once a month to review the progress of the implementation of the programme.
54	7·14	The V. L. W. should help the village Production Committee in securing the agreed quantities of supplies services and credit in time.
55	7·15	The Block staff will ensure technical advice for the plan and also see that these plans are tied up with block and other schemes drawn up for the area by the higher authorities.
56	7·16	The District Agriculture Officer will be responsible for the preparation, supervision and execution of the agricultural production plan atleast in one village in his area.
57	7·17	The Agriculture Department at the State level should take necessary steps to indicate in advance the quantum of supplies and services likely to be made available to the districts.
58	7·18 and 7·19	While production plans will be prepared in all the villages of the Block, in one or two villages, preferably in the V. L. W. circle's headquarters, the plans should be worked out with great care so that they can serve as examples for the others.
59	7·20	To provide encouragement to the Panchayats in building up of this programme, facilities for higher training for Gram Sahayaks through institutions, Bharat Darshan Tours and seminars and exchange of farmers from within the block and the state have to be arranged.

APPENDIX 5—*contd.*

1	2	3
		Report of the P. E. O. on Evaluation of Gram Sahayak Programme—
60	8·1 (*i*) & (*x*)	Gram Sahayak training programme should be continued. The camps must be residential and atleast of three days duration.
61	8·1 (*ii*) & (*iii*)	Persons for training as Gram Sahayaks should preferably be members of the Functional Sub-Committees for agricultural production of the village panchayat and other progressive farmers. The progressive farmers should be selected by the village panchayats.
62	8·1 (*iv*) and (*v*)	The training may be continued in the first group of subjects viz. agriculture and allied subjects. It should include discussions, field trips, demonstrations, visits to selected agricultural, poultry and fishery farms.
63	8·1(*v*)	Camps on agriculture may be continued even if camps have been held previously in the area. In addition, separate Camps on Panchayati Raj and Sahakari Samaj may also be held.
64	8·1 (*vi*)	Detailed syllabus for the training of Gram Sahayaks in Panchayati Raj and Sahakari Samaj should be worked out.
65	8·1 (*vii*) and (*viii*)	Normally not more than one camp may be held in a V. L. W.'s circle every year. In addition one camp per block every year for village women workers may be organised during the next two years; this may be held in one of the villages in the charge of the Gram Sevika.
66	8·1 (*ix*)	Training for trainers of the Gram Sahayaks should be arranged afresh.
67	8·1 (*xii*)	Normally block funds should not be used for running the camps except those meant for women workers.
		Small and Village Industries, Coordination of Gram Ekai Work in Blocks—
68	9·1	The Gram Ekai scheme should fit in with the agencies and programmes held in the field.
69	9·1	The Gram Ekai area should be selected with the concurrence of the Panchayat and the Panchayat Samiti.
70	9·3	The Gram Ekai organisation should provide representation to village panchayats, the panchayat samiti and the cooperative agencies in the area.

APPENDIX 5—*contd.*

1	2	3
71	9·5	In the initial stages, it should be possible to work the Gram Ekai programme with the existing block staff. If in certain areas, the appointment of extension staff at the block level is necessary, such staff may be provided.
		Review of progress, difficulties, if any, and problems in the implementation of Integrated Village Industries Programme—
72	10·1	Quarterly progress reports should be obtained from the States by the Ministry on the schemes in the integrated programme.
73	10·3	In respect of programmes of small scale industries, efforts should continue to be made to obtain an expenditure of atleast 50 per cent in rural areas notwithstanding the difficulties likely to be encountered in implementing such programmes.
74	10·4	A balanced and integrated programme of rural industrialisation should comprise of rural industrial estates, common facility centres/rural workshops, cluster-type training centres, rural electrification, supply of improved tools to artisans.
75	10·4	To make the training of artisans more effective, arrangements should be made to train the trainers of the cluster-type training centres ; proper syllabi should be drawn up for this purpose.
76	10·5	For the proper planning and formulation of the integrated small village industries programme, surveys should be undertaken and completed within the first year of the commencement of work in the block.
77	10·6	An amount of atleast Rs. 15,000 per block should be made available from the provision for "loans" under the State Industries Act, in addition to the provision of Rs. 15,000 per block from the schematic budget.
78	10·7	Provision for share capital loans to industrial co-operatives, to enable them to increase their borrowing capacity, should be made.
79	10·7	The system by which individual artisans pool the loans granted to them to serve as the capital requirements of cooperative societies, should be considered by the States for adoption.

APPENDIX 5—*contd.*

1	2	3
80	10·8	The planning and implementation of rural electrification programmes should be carried out with closer reference to rural industrial needs. Assistance available for rural industrialisation may be channelised to these areas. A substantial portion of the subsidies for rural electrification, should be reserved for utilisation in rural areas.
81	10·9	The block should be accepted by all the Boards and the agencies concerned as the unit for planning and implementation of all programmes of rural industrialisation.
		Panchayati Raj
		Acid tests of Panchayati Raj—
82	12·1	The conference enunciated 10 identifiable tests by which every tier in the system of Panchayati Raj could satisfy itself about the discharge of its responsibilities.
83	12·2·3	Panchayat should be responsible for the preparation of village production plans. Recognition in the form of additional allotment of funds and provision for training and study tours for various workers, should be accorded to Panchayats for mobilising their resources and putting in strenuous efforts.
84	12·2·5	The local problems and difficulties which require solution should be taken note of and reviewed by the higher level bodies for remedial action.
85	12·3·1 & 12·3·2	Panchayats/Panchayat Samitis should initiate programmes which may be formulated and implemented at the village and block levels. The Panchayat Samitis/Zila Parishads should work out, with the assistance of the State Industries Department, programmes which require funds and other external assistance.
86	12·3·3 & 12·3·4	Panchayat Samitis should play a more positive role with regard to rural industries programme. The Panchayats/Panchayat Samitis should encourage the use of products of local village industries.
87	12·3·5	Panchayati Raj institutions should assist the training programme of artisans by helping in the selection of trainees and in follow-up.

APPENDIX 5—*contd.*

1	2	3
88	12·4·1	Panchayati Raj institutions should take steps for promoting, strengthening and revitalising service co-operatives within their areas.
89	12·4·2	The primary responsibility of the Panchayat/Panchayati Raj institutions should be to promote the progress of the cooperative movement, so that ultimately every family is enabled to become a member of the village co-operative.
90	12·4·4	The committee to be set up by the Ministry of Community Development and Cooperation to study the relationship between the Panchayat and the cooperative, may examine the question whether the Panchayat should be an institutional member and be entitled to subscribe to the share capital of the cooperative.
91	12·5·2	For the development of local resources and mobilisation of local man power, tanks, village forests, waste lands, and other community assets should be progressively transferred to Panchayats. Development and maintenance of local resources should figure as a regular item in the annual plan of the Panchayat. Incentives in the form of grants-in-aid or loans on easy terms, should be provided to the Panchayati Raj institutions to enable them to develop remunerative community assets.
92	12·6·1	To achieve optimum utilisation of the resources, the following administrative requirements have to be fulfilled— (*a*) Block should be developed as a unit of planning and development; (*b*) Adequate and timely supplies and services should be made available; (*c*) The integrity of the personnel—both official and non-official connected with Panchayati Raj institutions is maintained; (*d*) There should be adequate control over funds; and (*e*) Emphasis should be placed on the achievement of physical targets rather than on expenditure targets.
93	12·6·2	Allotment of funds by a Panchayati Raj institution in terms of items of a programme, should not be on a mere prorata basis but should be related to particular requirements as far as possible.

APPENDIX 5—*contd.*

1	2	3
94	12·6·3	Each Panchayat Samiti and Panchayat should draw up a plan for each important item of a development programme taking into account the development and utilisation of their own resources.
95	12·6·4	A system of administrative audit of works and schemes executed in the field should be instituted. A small unit at the Zila Parishad level may be set up for this purpose.
96	12·7·1	A sub-committee of the Panchayat Samiti to look after the programmes for the weaker sections of the community may be set up.
97	12·7·2	A certain percentage of the Panchayat Samiti funds should be earmarked for specific programmes for the welfare and development of the weaker sections.
98	12·7·3	Sufficient funds for medium term loans on easy terms to the weaker sections for the purchase of bullocks, implements, etc., should be made available through the cooperatives.
99	12·7·4	Cooperative farms in which the majority of members belong to the weaker sections should be given preference for giving assistance from block funds.
100	12·8·2	Village Panchayat should be enabled to shoulder progressively increasing responsibilities. It should be developed as the principal body for the execution of development programmes and must assume the responsibility to plan to meet the felt needs of the people particularly where people's participation is involved.
101	12·8·3	Procedures and conventions should be evolved to ensure that the higher local body does not interfere with the normal day-to-day working of the lower bodies.
102	12·8·4	Associate organisations should be promoted at the village level and develop their own programmes. The Panchayats/panchayat samitis should identify and work these programmes through the associate organisations wherever possible.
103	12·8·4	The Panchayati Raj institutions should stimulate the growth of voluntary organisations at all levels. Where such organisations are well established and are working satisfactorily, Panchayat Samitis may encourage their coming together into an association/union at block level.

APPENDIX 5—*contd.*

1	2	3
104	12·9·1	Healthy conventions governing the relationship between the officials and non-officials and the conduct of business, should be built up for the working of the various Panchayati Raj institutions.
105	12·9·2	Heads of Departments should be responsible to ensure that technical officers at the various levels play their part fully in planning and implementing the programmes in the field through the extension agency.
106	12·9·3	The Collector should keep in constant touch with the Zila Parishad regarding the planning and implementation of the various development programmes.
107	12·10·1	Systematic and planned tours by district level technical officers should be undertaken to ensure the technical soundness of the programmes and their execution and for giving on-the-spot guidance to extension officers.
108	12·10·2	The Collector should be responsible for ensuring that technical supervision by district level technical officers is done on schedule and adequately and that technical officers place their reports before the Zila Parishads for review.
109	12·10·3	A system of regular administrative inspections by the Collector, S.D.O., District Panchayat Officer, B.D.O./P.E.O. should be devised.
110	12·10·4	The inspection reports of the administrative officers and periodical reviews by district level officers should be forwarded to zila parishads for review.
111	12·10·5	The work of the immediately lower bodies should be reviewed by the higher body.
112	12·10·6	The Collector should submit to the State Government an objective quarterly report of the progress of the Community Development Programme in the field and the part played by each Department.
113	12·11·1	The Panchayati Raj institutions should be responsible to maintain the C.D. movement as a people's movement based on self-aid and self-reliance.
114	12·11·2	Unanimity in the elections of Panchayati Raj institutions should be promoted.
115	12·11·3	Proper emphasis should be laid on the role of the Gram Sabha with a view to curb factionalism and groupism etc.

APPENDIX 5—*contd.*

1	2	3
		Gram Sabha—the Base of Panchayati Raj—
116	13·1	The Gram Sabha should be a statutory body consisting of all the registered voters in the villages in the panchayat area.
117	13·2	For holding meetings if the Gram Sabha is unwieldy, it may split into groups of convenience size. These group meetings may be followed by a general meeting of the Gram Sabha to consider the views of the groups.
118	13·2	The Gram Sabha may discharge the following functions— (1) Discussion on the draft annual budget and the programme of the panchayat. (2) Consider and comment on the annual administrative report of the panchayats. (3) Consideration of the annual audit report. (4) Consideration of proposals for fresh or enhanced taxation not covered by the budget and the annual programme. (5) To consider proposals for organising community service and voluntary labour or mobilisation of the local people for specific work.
		Special Problems of Panchayati Raj—
119	14·2·1	Panchayats should be encouraged to levy and realise taxes, licence fees etc. on their own responsibility and in certain cases matching grants may also be given to them in addition to a portion of the land revenue.
120	14·2·2	Certain items of taxation should be made obligatory and failure to levy and realise them should be regarded as non-fulfilment of their primary obligations.
121	14·2·4	While the functions of collection of land revenue and maintenance of land records should ultimately be transferred to the panchayats, States may examine the manner and the phasing of the transfer.
122	14·3·2, 14·3·5 & 14·3·6	Cooption to the Panchayat Raj institutions may be confined to scheduled castes, scheduled tribes and women. Cooption of specialists should be confined only to the Standing Committees; this may take place before the election of office bearers.

1	2	3
123	14·3·3	Persons to be coopted against the reserved seats should be elected by the non-official members of the local body concerned.
124	14·3·4	The Sarpanch should not be empowered to nominate persons of his choice to the reserved seats in the panchayat.
		Report of the Study Group on Panchayati Raj Administration—
125	15·1(*ii*)	The Chief Executive Officers of the Panchayat Samiti and the Zila Parishad should be given adequate disciplinary powers over the staff working under them and the institutions run or managed by them.
		Equity and fair deal in Panchayati Raj—
126	17·2	Weaker sections of the community should be given effective representation in the Panchayati Raj institutions; the representation need not be in proportion to their population.
127	17·4	Development funds earmarked for programmes for the welfare of the weaker sections should be distributed to the Panchayat Samithis by the Zila Parishad.
128	17·6	While scrutinising the budgets of the lower bodies, the panchayat samitis/zila parishads should ensure that the interests of the various groups are safeguarded.
129	17·9	A board or a commission at the district/State level may be appointed to make recruitment to zila parishad and panchayat samiti cadres, to hear appeals on service and disciplinary matters etc.
130	17·10	The pattern of expenditure on different schemes by Panchayati Raj institutions should be regularly inspected by the official agency to ensure fair distribution of funds and benefits to all concerned.
131	17·11	The Panchayats within the Panchayat Samiti, may hold a conference once a year to review the general working of the panchayat samitis.
		Youth programme as the vital base for the Panchayati Raj movement and training of and incentives to youth workers—
132	18·1	The latter on Youth Programme may issue to State Governments.

APPENDIX 5—*contd.*

1	2	3
133	18·2	Before taking a decision on the proposal to have a common name, a common flag and a common emblem etc. for the youth organisations, the views of the State Governments should be ascertained.
134	18·3	Youth organisation should form an integral part of the Social Education Programme of the Block and the SEO, and where the post does not exist, one of the Extension functionaries should be charged with this work.
135	18·4	Panchayat Samitis may earmark a specific amount for the promotion of youth organisations at the block level.
136	18·5	At the Centre, a coordination committee consisting of all the Ministries interested in the various aspects of youth welfare, may be set up for evolving an integrated programme. Similar committees may be set up at the State level.
		Women's Programme as the Vital Base for the Panchayati Raj Movement—
137	19·1	The target of 10 Mahila Mandals in a block should remain. Selection of the villages should be left to the block samitis which may concentrate, if they so desire, their efforts in a group of 10 neighbouring villages.
138	19·4	Fresh efforts should be made for imparting training to the wives of V.L.Ws, School Teachers and other Government servants working in the blocks, as part-time workers for the promotion of women's and children's programme.
139	19·5	The Orissa Govt.'s model plan for construction of a house for the Gram Sevika should be circulated to all the States to enable them to take similar action. If enough savings are not available out of the allotments for block buildings, Gram Sevikas' houses should be built out of the funds earmarked for the women's programme in the block budget.
140	19·7	Functional sub-committees for Women's Programme should be set up in all Panchayat Samitis.
141	19·8	A separate set of officers at the State level to look after the Women's Programme, should be appointed.

APPENDIX 5—*contd.*

1	2	3
		Training of and Incentives to Women Workers—
142	20·2	The proposals for advanced institutional training to women workers are endorsed.
143	20·3 & 20·4	Individual awards to outstanding workers in the form of study tours, individual prizes should be granted. Community awards in the form of some special facilities desired by the Mahila Mandals or items like sewing machines, musical instruments etc. should be instituted. The selection of the best Mahila Mandal may be made by a committee appointed by the block samiti.
		Integrated Publicity Programme—
144	21·1	Each State should draw up an integrated publicity programme for the Third Plan period.
145	21·2	Certain basic publications on the programme should be published by the Ministry in all the Indian languages. This should be supplemented on a large scale by the States undertaking the publication of other titles in their respective regional languages.
146	21·3	More use should be made by the State Govt. journals devoted to Panchayati Raj of the material given in the Central journal.
147	21·6	Steps should be taken to set up an Information and Community Centre in every block as early as possible.
148	21·7(*a*), (*b*) & (*c*)	The field organisation of the radio rural forums at the block level should be the responsibility of the B.D.O. and the S.E.O. Where the S.E.O's post is abolished, this work should be assigned to another Extension functionary. At the district level, the District Planning Officer should supervise these forums. At the State level, a whole-time Chief Organiser of Radio Rural Forums should exercise administrative and supervisory control.
149	21·7(*d*)	A sum of Rs. 5 per month towards stationery and postal expenses should be granted to the convener of every forum from the Social Education budget of the block.
150	21·8	The State Governments should have a maintenance organisation for the effective maintenance of the community listening sets. Depending on the number of sets in the block, a maintenance centre at the block level may be set up with a suitable organisation at the district and State Headquarters.

APPENDIX 5—*contd.*

1	2	3
		Family Planning—
151	22·2, 22·3 and 22·4	Family Planning should receive very high priority. States should establish increasing number of medical and health centres for advice on Family Planning and contraceptive material. States should take full advantage of the training programmes started by the Health Ministry.
152	22·5	Facilities for sterilisation operations should be provided in hospitals at the State, district and Sub-division/taluk, levels. Surgical teams may be established; block-wise targets for sterilisation may be prescribed.
153	22·6	For a regular supply of contraceptives, a main store may be provided at the P.H.C. and depots in each village. Depot holders may be appointed by the panchayat in consultation with the Medical Officer of the P.H.C.
154	22·7	Seminars of three days' duration for village leaders may be organised in each block; Health Ministry provides funds at the rate of Rs. 10 per head for a three-day seminar.
155	22·8 and 22·9	Panchayats and voluntary organisations should educate the people about the importance of Family Planning, Family Planning education should be included in all universities and training programmes.
156	22·10	Training facilities for family planning personnel require considerable expansion.
		Rural Housing—
157	23·1	In disbursing the sum of Rs. 5 crores for grants to States for providing sites to landless labourers, villages selected for the village housing project scheme should be given priority. This sum of Rs. 5 crores should be granted to the States in addition to the sum of Rs. 12·7 crores earmarked for the Village Housing Project Scheme.
158	23·1	The requirements for extending the village site and for the provision of community facilities should be taken into account while acquiring land for landless persons.
159	23·2	Besides the harijans and agricultural workers, other sections of the community whose housing conditions are specially deplorable, should also be given subsidy.

APPENDIX 5—*contd.*

1	2	3
160	23·3	Greater coordination between the village housing project scheme and the village industries programme, should be achieved.
161	23·4	Coordination among the authorities responsible for implementing the various aspects of the rural development programme at the State, district and the block levels, should be achieved to ensure that the funds provided in the Third Plan find their way, in adequate measnure, to the villages selected under the Village Housing Project Scheme.
		Programme for Coverage by C.D. Blocks in the Third Plan and Related Problems
162	24·1	Every State should draw up a recruitment and training programme to ensure that the necessary numbers of B.D.Os, E.Os and V.L.Ws are available as and when needed.
163	24·2	The Block personnel should be made permanent. Suitable incentives and avenues of promotion should also be provided.
		Pilot Projects for Utilisation of Rural Manpower—
164	25·2	The pilot projects should aim to provide work for under-employed persons in rural areas during the agricultural off-season. The various schemes under these projects should be regarded as interim meaures till the rural economy becomes self-reliant and can continuously absorb the new labour force.
165	25·4	Areas to be selected should be— (*a*) those where there is considerable under-employment and the plan and non-plan schemes together do not provide adequate employment opportunities, (*b*) those with a definite scope for undertaking short-term agricultural and allied programmes, and (*c*) those which suffer from chronic under-employment.
166	25·5 and 25·6	The wages to be paid should be prevailing wages in the slack season in the local area.
167	25·7	Before starting the projects, the objectives and the scope of the scheme should be explained to the implementing agencies including the officials and non-officials.

APPENDIX 5—*contd.*

1	2	3
168	25·8	Small works beneficial to the villages, and normally not exceeding Rs. 50,000 in cost, should be taken up under these projects. The works should assist agricultural production, should be labour intensive, should not involve higher technical skill, should utilise local resources and should create remunerative community assets. Land for the works should be obtained, as a rule, as public contribution. In all the works, public participation on the same pattern as for C.D. or L.D. works, should be realised.
169	25·9	The implementation of the projects should be entrusted to the block agency and the normal block procedure for sanction, execution and supervision of similar schemes, should be adopted. Coordination between different Departments at the Block, district and the State levels, should be ensured.
170	25·10	In their implementation, the work programmes should be processed in such a manner as to provide opportunities for maximum utilisation of under-employed manpower and also to achieve a large out-turn of work.
171	25·12	Systematic and prompt reporting and periodic inspections by senior State Government officials need immediate attention. Besides the evaluation by the P.E.O., States may make their own arrangements for progressive evaluation of the projects.
172	25·13	Each State should take preparatory steps to select 6 to 8 additional projects to be taken up from the next off-season.
		Adult Literacy Programme in the Third Plan—
173	26·2	Programmes relating to adult education and literacy should be drawn up jointly at the block level by the C.D. organisation, Education Department and voluntary organisations.
174	26·3	Primary, middle or high schools should become the centres for adult education work under the supervision of the headmasters.
175	26·4 and 26·5	Panchayats must accept the obligation to provide the necessary facilities for groups consisting of a minimum number, to gain the first stage of literacy. The classes should be organised in the local schools.

APPENDIX 5—*concld.*

1	2	3
176	26·6	The teacher in charge of the work should be paid honorarium of Rs. 10 to Rs. 15 per month, in the first instance, from the block budget. If the programme develops on a large scale, Panchayat Samitis' resources may be supplemented by a suitable provision in the Education Department's budget.
177	26·8(*a*)	Panchayat Samitis should be left free to work out and decide their own priorities in the social education programme. States may advise the panchayat samitis to earmark a substantial proportion of funds provided for Social Education and Women's Programme, for adult literacy.
178	26·9	The Block Education Officer and the S. E.O. should work together for promoting adult literacy.
179	26·11	Where the S.E.O. does not belong to any Department, he should be placed under the Education Department.
180	26·12	State Governments should produce for the neo-literates, literature that would promote their economic efficiency. Reading rooms and libraries for supporting the adult literacy programme should also be provided.

PART II

MAIN RECOMMENDATIONS AND CONCLUSIONS OF THE CONFERENCE OF STATE MINISTERS

1. *Review of action taken on the recommendations of the Conference of State Ministers of Community Development held on the 9th December, 1960 and the 6th meeting of the Central Council of Local Self Government held in November, 1960 on the subject of Panchayats*—(Agenda Item 1)—

Noted.

2. *Payment of Honoraria to Pradhans and Up-Pradhans of Panchayat Samitis and Pramukhs of Zila Parishads and Chairman of Standing Committees*—(Agenda Item 2)—

2·1. While there was a difference of opinion regarding payment of a salary or honorarium, the consensus of opinion was that it was preferable not to pay any salary or honorarium. The Conference felt that the Chairmen of the Panchayat Samitis and Zila Parishads have to incur appreciable expenditure on travelling etc. They may be given travelling allowances, daily allowances etc. to meet their out-of-pocket expenses or a consolidated allowance in lieu thereof. The quantum of these allowances, however, may be decided by the State Governments taking into consideration the local conditions.

2·2. Members of Parliament and of the State Legislatures should be associated with the Panchayat Samitis and Zila Parishads so that as elder statesmen, they may make available to these institutions the benefits of their wider experience and knowledge.

2·3. Members of Parliament and the State Legislatures should not have the right to vote or to hold offices in these institutions.

3. *Consideration of the recommendations of the Annual Conference on Community Development held at Hyderabad from the 13th to the 15th July, 1961*—(Agenda Item 3)—

3·1. The Conference considered in detail the recommendations made by the Annual Conference on Community Development and accepted them subject to the following:—

3·2. Distribution of water from Government outlets should be taken over progressively by local institutions preferably by irrigation Cooperatives or Panchayats. *(Para 2·3).

3·3. Subsidy for improved agricultural implements may be necessary in the initial stages, particularly because these are best manufactured by small local units. It may be necessary to subsidise such manufacturers so that the cost to the farmer is not high. (Para 5·12).

3·4. A committee consisting of representatives of the Ministries of Food & Agriculture, Steel, Mines and Fuel, Railways, Commerce and Industry, Transport & Communications and Community Development & Cooperation, a representative of the Planning Commission and representatives of a few State Governments should review the whole position in regard to the supply of iron and steel and coal for agricultural purposes and devise suitable arrangements to meet the requirements of the State Governments.

*The numbers in brackets refer to the paragraph numbers in the Main Recommendations & Conclusions of the Annual Conference.

3·5. The Conference was emphatically of the view that the Central Government should take early steps to decide on a price policy for foodgrains and to implement it.

3·6. Special efforts should be made in the intensive agricultural development programme districts to ensure the preparation of comprehensive village agricultural production plans at the earliest possible date.

3·7. While establishing Gram Ekais, the concurrence of the Gram Panchayat and the Panchayat Samiti should be sought, after a substantial majority of the families in the Ekai area has taken a decision to constitute an Ekai. (Para 9·2).

3·8. The Gram Ekai work at the State level may be coordinated by the *Ad hoc* Committee appointed at the State level for the selection of Ekais. At the district and the block levels, the functional committee of the Zila Parishad/ Panchayat Samitis for village and small scale industries may coordinate and supervise the implementation of the programme in the district/block. (Para 9·4).

3·9. The Conference emphasized the importance of making every effort to ensure that the integrated programme for rural industries envisaged in the Third Plan is implemented.

3·10. The tests suggested for assessing the performances of Panchayati Raj institutions were approved and it was recommended that they may collectively be called the "ten Point test". (Para 12·1).

3·11. The Panchayat Samiti should play a major role in the promotion of the rural industries programme. In view of the large requirements of agricultural implements, pumping sets, house building materials etc., in the villages it is necessary to establish manufacturing and servicing units at places which are easily accessible to the villages. The Panchayat Samiti should encourage cooperative institutions to establish such industries. If cooperatives in the area are not yet developed fully to take up such ventures, local private entrepreneurs should be encouraged to start such industries. Where, however, no such entrepreneurs are available, the Panchayat Samiti itself should take up the responsibility for starting these industries. (Para 12·33).

3·12. Labour cooperatives should be organised in the Panchayat Samiti areas and construction of works handed over to them. A suggestion was made that a committee may be appointed to examine the need for legislation. It was decided that the Ministry will examine this and put up a paper, if necessary before the Conference of Ministers of Cooperation. (Para 12·4).

3·13. Rural Industries also should be included as one of the programmes for the development of local resources. (Para 12·5·1).

3·14. The Conference emphasised the very great need for mobilising the manpower in rural areas for national development. A systematic approach should be made to this problem, if necessary, by laying down targets of utilisation of rural manpower during the Third Plan in terms of the percentage of the local manpower available for utilisation. (Para 12·5·2).

3·15. Village forests in addition to tanks, waste lands, small irrigation sources, orchards etc. should be progressively transferred to panchayats. [Para 12.5.2. (*a*)].

3·16. The Conference emphasised the need for promoting consensus and unanimity in the elections to the Panchayati Raj institutions and suggested the provision of certain incentives in the form of additional financial allocations etc. to institutions having unanimity and cohesion. (Para 12·11·2).

3·17. The Conference was generally in favour of the view that the Collector should be completely outside the Zila Parishad, but should have a right to take part in the deliberations whenever he considers this necessary. It noted, however, that many of the States had already enacted legislation in this regard and enough experience of the working of the legislation was not yet available. A final decision could be taken after some more experience in the working of the various alternatives is gathered. (Para 14·1).

3·18. The Conference felt that the question of promoting All India/State non-official organisations to assist the growth of Panchayati Raj required a more detailed study and should be deferred for the present. (Para 16).

3·19. The Conference while endorsing the recommendation to promote youth activities at the village, and block levels through panchayats and panchayat samitis, decided that the question of promoting the formation of federal organisations of youth at the district, State and National levels should be deferred for the present. (Para 18·1).

3·20. The Conference recommended that the possibility of utilising a portion of the funds provided in the scheme for utilisation of rural manpower for the programmes connected with the Rural Housing, should be examined.

3·21. The Conference felt that additional resources were required for the rural housing scheme. It was agreed that the Ministry of Works, Housing and Supply and the Planning Commission may be requested to examine this question further. (Para 23·1).

4. *Post-Stage II Blocks*—(Agenda Item 4)—

4·1. That the block should be the unit of planning and development and that developmental funds for schemes at the block level and below should be channelised block-wise, has already been accepted. It was agreed that the State Governments should take steps to implement this decision without delay.

4·2. Where this is not achieved substantially before the expiry of a Stage II period, it was necessary that the State Governments should provide Post-Stage II blocks not less than Rs. 1 lakh each year out of the State's own Plan and non-Plan allocations under various heads like Agriculture, Minor Irrigation etc. so that development activities may continue in these blocks at least on the same scale as in Stage II. Special mention of Post-Stage II Blocks may be made in the annual plans of the States so as to ensure that attention is focussed on the needs of such blocks.

4·3. The staff in the blocks should also be made permanent. The question of committed expenditure has been taken into account by the State Governments while presenting their case to the Third Finance Commission. It was suggested that the Ministry of Community Development and Cooperation may also take up this question with the Finance Commission.

PROCEEDINGS OF THE CONFERENCE (SUMMARY RECORD)

1. Shri P. Ranga Reddi, Minister of Planning and Information, Andhra Pradesh welcomed the delegates to the Conference. (His speech is at appendix 1).

2. Shri D. Sanjivayya, Chief Minister, Andhra Pradesh inaugurated the Conference. (His speech is at appendix 2).

3. Shri S.K. Dey, Union Minister of Community Development and Co-operation then addressed the gathering (summary of his speech is at appendix 3).

4. The agenda items were then discussed under the Chairmanship of Shri S.K. Dey, Union Minister of Community Development and Cooperation.

1. *Review of action taken on the recommendations of the Conference of State Ministers of Community Development held on the 9th December 1960 and the Sixth meeting of the Central Conucil of Local Self-Government held in November, 1960 on the subject of Panchayats*—(Agenda Item 1)—

1·1. The Conference noted the action taken on the recommendations.

2. *Payment of honorarium to Pradhans and Up-Pradhans of Panchayat Samitis and Pramukhs of Zila Parishads and Chairmen of Standing Committees*—(Agenda Item 2)—

2·1. Introducing the subject, the Chairman stated that a connected question was the relationship of M.L.As. and M.Ps. vis-a-vis the Panchayat Samitis and Zila Parishads and their holding of offices therein. He said that at the recent meeting of the Central Committee, presided over by the Prime Minister, it was decided that M. L. As. and M. Ps. should be associated with the Panchayati Raj institutions as elder statesmen without the right to vote and to hold office. He recalled a similar decision taken at a meeting of the Presidents of Zila Parishads in Andhra Pradesh held in Hyderabad some time ago.

2·2. Dr. K. N. Katju (Madhya Pradesh) stated that the Pradhans and Up-Pradhans have to devote their entire time for these offices and if they are to work whole heartedly, they should be given some allowance for expenses but not a salary. So far as the Mukhyas of the village panchayats are concerned, they need not be paid any honorarium or allowance.

2·3. Shri Raghubir Sahai, M. P. was in favour of the M. Ps. and Members of the Legislature being permitted to associate themselves with the Panchayati Raj institutions. They should not be permitted to hold any office. They need not have voting rights, though this could be left to the State Governments. He was in favour of paying an honorarium or allowance to the Pradhans and Up-Pradhans of these institutions.

2·4. Shri Asadulla Mir (J. & K.) was not in favour of any payment of honorarium or salary as this may lead to contests. In the interests of building a second cadre of leadership, M. Ps. and Members of Legislatures should be debarred from holding offices in these institutions. However, he made a strong plea for granting them the right to vote in the Panchayati Raj institutions.

2·5. Shri T. Subramanya (Mysore) was of the view that Pradhans and Up-Pradhans should be paid, as they have heavy expenses to meet. Under the Mysore Act, M. Ps. and Members of Legislature can be members of the Panchayati Raj institutions, but they cannot hold office. He added that this system has been working satisfactorily for the last 9 months.

2·6. Shri Shriman Narayan (Planning Commission) observed that while it may be necessary to pay some honorarium to meet expenses only to the Pradhans and Up-Pradhans, this question has to be approached cautiously. Once the payment of a salary is accepted in principle, the Chairman of Panchayat and other local authorities may also advance a claim and the total bill will become prohibitive.

2·7. Shri B. Patnaik (Orissa) stated that the Orissa Act will be amended so that Members of Parliament and Legislature will remain only ex-officio members of the Panchayati Raj institutions and will not hold office. A decision has been taken to give an allowance of Rs. 200 per month to the Chairman of Zila Parishad and to treat him as a Class I officer for the purpose of T.A. The Panchayat Samiti Chairman will be paid an allowance of Rs. 100 per month and will be treated as Class II officer for T.A. As most of the functions of Planning and Development Department have been handed over to the Zila Parishads and the Panchayat Samitis, the workload is quite heavy and he was of the view that these offices should carry some allowance with them.

2·8. Shri P. Ranga Reddi (Andhra Pradesh) observed that unless some allowances are paid to the Pradhans and Up-Pradhans, deserving persons are not likely to come forward to take up this office. He was of the view that M. Ps. and Members of Legislature should not be permitted to hold office in the Panchayati Raj institutions. They should, however, be ex-officio members without the right to vote.

2·9. Shri Ghade (Maharashtra) stated that his Government had taken a decision that Members of Parliament and State legislatures should not be associated at all with these bodies, even as non-voting members. He was also of the view that the Chairman should be paid an honorarium.

2·10. Shri Balwantray Mehta, M. P., observed that while it may not be necessary to pay an honorarium at the village level, honoraria must be paid at the block and the district levels as the job was almost whole time. The M. Ps. and Members of Legislature can be associate members of these organisations but should not hold office or have the right to vote. This is necessary, he added, to give full scope for evolving a second line of leadership.

2·11. Shrimati Sucheta Kripalani (U.P.) observed that if M. Ps. and Members of Legislature are made full members of the Panchayati Raj institutions, it may provide them with an incentive to actively participate in the deliberations.

2·12. The Chairman, summing up, stated that there is unanimity of opinion that the M. Ps. and Members of Legislature should be associated with the Panchayat Samitis and Zila Parishads so that they may, as elder statesmen, make available to these institutions the benefit of their wider experience and knowledge. However, they should not have the right to vote and should not

hold office in these institutions. Pramukhs, Pradhans, Up-Pradhans and Chairmen of Standing Committees should not be given salary but may be given an allowance to cover travelling and other out-of-pocket expenses. The quantum of this allowance may be decided by the State Governments taking into consideration the local conditions.

3. *Consideration of the recommendations of the Annual Conference on Community Development held at Hyderabad from the 13th to the 15th July, 1961.*—(Agenda Items 3)—

3·1. The Chairman observed that the ten agenda items have been thoroughly examined by the Annual Conference and that the recommendations may be taken up for consideration item by item.

3·2. *Seed Farms*—

3·2.·1. The recommendations of the Annual Conference were accepted.

3·3. *Arrangements for supply and services*—

3·3·1. Shri Asadulla Mir (J. & K.) observed that the distribution of improved seeds has been handed over to cooperatives in the J. & K. State also.

3·3·2. Shri R. S. Yadav (U.P.) sought a clarification regarding the type of cooperatives which were to be entrusted progressively with the distribution of water from Govt. outlets. He was doubtful whether the cooperatives could handle this job.

3·3·3. Shrimati Sucheta Kripalani (U.P.) said that panchayats will be in a position to take over the work.

3·3·4. The Chairman explained that the cooperatives envisaged are organisations of the beneficiaries. The distribution work could, however, be entrusted to any of the local institutions by the State Governments, such as cooperatives or village panchayats, depending on the local conditions.

3·3·5. Shri C. M. Trivedi (Planning Commission) explained that the cooperatives envisaged here are not service cooperatives but they are irrigation cooperatives for the distribution of water.

3·4. *Utilisation of irrigation potential*—

3·4·1. The Chairman summarised the main recommendations and stated that in spite of these recommendations being emphasised year after year, not much progress has been achieved. The Panchayati Raj institutions which are being set up will serve as an additional agency for assisting in the implementation of the programme.

3·4·2. Shri C. M. Trivedi (Planning Commission) stated that the question of utilising irrigation facilities was a very important one, particularly in case of major and medium projects where the utilisation was low— about 70 to 80 per cent of the potential. He observed that there was considerable time-lag between the completion of the main project and the development of the area. The period of development should be cut down to the minimum, say about three years. It is necessary for this purpose to ensure that the required operations like construction of field channels, levelling of land etc. are carried out in time with the cooperation of the official block organisation and the panchayat samitis and the panchayats.

3·5. *Local Manurial resources—Green Manuring and Composting*—

3·5·1. Shri Dey mentioned that U.P. and Orissa could supply Dhaincha seeds to the States on indent.

3·5·2. Shri Trivedi stressed that the programme of composting needed stepping up. Material was not in short supply. It was a question of organisation of human effort, which would yield good returns.

3·6. *Agricultural implements*—

3·6·1. Shri Shriman Narayan (Planning Commission) pointed out that the Annual Conference has recommended the grant of subsidies to industry as well as to the farmer. He was doubtful whether the idea of subsidies will work; on the other hand, it may be useful to give the implements either on hire-purchase or as long-term loans. He also emphasised the need for research so that suitable implements which are cheap and good, could be selected.

3·6·2. Shri C. M. Trivedi (Planning Commission) and Shri F. A. Ahmed (Assam) were also of the view that the amount involved will be too heavy and that it may be difficult to implement the recommendation.

3·6·3. On the request of the Chairman, Shri Fletcher (Financial Commissioner, Punjab) explained that the idea behind the recommendation is to encourage the small fabricator and at the same time to get the implements produced at cheap rates. The cost of implements cannot be brought down unless large scale production is taken up and if this is done the village artisans and the small fabricators will not be able to flourish. As the farmer is already burdened with many loans, he was doubtful whether the assistance should be in the form of long-term loans. Subsidy was needed either to the fabricator or to the purchaser so that the latter get it at a reasonable price.

3·6·4. Shrimati Sucheta Kripalani (Uttar Pradesh) emphasised the importance of research for selecting suitable and cheap implements which should be made available at competitive prices.

3·6·5. The Chairman observed that some element of subsidy will have to be envisaged at least in the initial stages till the fabricators could expand and compete with the bigger manufacturers. If subsidy is given to the individual farmers, the amount required would be enormous and it will not ultimately serve any purpose. But local manufacturers may be assisted technically and financially.

3·6·6. Shri Asadulla Mir (J. & K.) explained the system in vogue in the State for giving assistance for the production of improved implements.

3·6·7. It was generally agreed that the subsidy for improved implements may be extended, in the initial stages, if essential, only to the industry and not to the farmers.

3·6·8. Shrimati Sucheta Kripalani (Uttar Pradesh), Shri M. M. Tidke (Maharashtra) and Shri Sita Ram Jajoo (Madhya Pradesh) wanted to know when the supply position regarding the iron and steel would ease.

3·6·9. Shri Shriman Narayan (Planning Commission) suggested that this question may be carefully studied by a committee. Though more steel is being produced, it is not reaching the proper person. He felt that the distribution machinery needed correction.

3·6·10. Shri G. R. Anant (Madhya Pradesh) stated that unless the distribution system is corrected, it will not be possible to produce implements at competitive prices.

3·6·11. Shri F. A. Ahmed (Assam) stated that the iron and steel actually supplied was far short of the requirements. He added that though licences have been given for the supply of iron and steel, the States are not able to get the quotas direct from the importers or manufacturers at column 1 rates but have to obtain them from the stockists at column 2 rates. This would result in the increase of the prices, including the freight to the tune of Rs. 100 to Rs. 110.

3·6·12. Dr. Panjabrao Deshmukh, Minister for Agriculture, observed that this matter has been taken up with the Ministry of Iron and Steel and some progress has been achieved. About 60% of the requirements of iron and steel for agricultural purposes are now being met as compared to 22 to 28% previously. He assured the Conference that this matter is engaging the constant attention of the Central Ministry. There is also a scheme under consideration for establishing a research centre and a manufacturing centre in each State. Efforts are also being made for granting a special quota for the manufacture of these implements. He observed that quite often, the quotas allotted are diverted by the State Governments. Regarding the manufacture of agricultural implements, the Food and Agriculture Ministry proposes to establish a chain of workshops in every State which will select certain improved implements suitable for the area and manufacture them.

3·6·13. Shri Trivedi (Planning Commission) observed that though the production of iron and steel has been increasing, the supply for agricultural purposes has not improved appreciably.

3·6·14. Shri F. A. Ahmed (Assam) stated that the improvement in the supply position of iron and steel has been very marginal and not as much as 40 to 50% as stated by the Minister of Agriculture. He suggested that the Food & Agriculture Ministry may take over the entire dist ibution of iron and steel for agricultural purposes and allot the available quantities to the States according to their requirements.

3·6·15. The Chairman stated that the consensus of opinion was that a committee consisting of representatives of the Ministries of Food & Agriculture, Steel, Mines and Fuel, Railways, Commerce and Industry, Transport and Communications and Community Development and Cooperation, a representative of the Planning Commission and representatives of the few State Governments should be constituted to review the whole position regarding the supply of iron and steel and coal for agricultural purposes and devise suitable arrangements to meet the requirements of the State Governments.

3·7. *Effective and purposeful demonstrations*—

3·7·1. The recommendations of the Annual Conference were accepted.

3·8. *Village Agricultural Production planning*—

3·8·1. The Chairman stated that this is a complicated subject and deserves very serious attention of all the agencies so far as actual execution is concerned.

3·8·2. Shri F. A. Ahmed (Assam) observed that in Assam Field Management Committees consisting of the representatives of Panchayats, the Cooperatives and some local farmers are already functioning and that it may not be necessary to disturb the arrangement by constituting a separate Agricultural Production Committee.

3·8·3. Shri B. G. Ghade (Maharashtra) suggested that the responsibility for this programme should be mainly that of the Block Samitis and not of the Gram Panchayat, at least in the initial stages.

3·8·4. The Chairman observed that the ultimate responsibility to see that the Plans are prepared by the Panchayats will be on the Block Samitis particularly in view of the priority accorded to agriculture production.

3·8·5. Smt. Sucheta Kripalani (U.P.) stated that in U.P. they have been making not only production plans for the villages but also family plans. She mentioned, in this connection, that all the works undertaken under the C.D. programme are practically at a stand-still, due to the shortage of coal.

3·8·6. Dr. K.N. Katju (Madhya Pradesh) emphasised the need for making an attempt to associate every single producer and cultivator with the preparation of the production plans. He suggested that a direct appeal should be made to the farmers and he was confident that if the proper approach is made, the response from the cultivators will be really good. He also emphasised the need for adopting a definite policy regarding food grain prices and for fixing a floor price for food grains.

3·8·7. The Chairman explained that the recommendations envisage the association of the entire village community with the production plans as the plan has to be placed before the Gram Sabha for approval. The prices of food grains are being continually watched by the Food and Agriculture Ministry and it is very unlikely that the Government will permit the prices of agricultural commodities to fall in this country. He also mentioned that with the coming in of the service cooperatives, credit will be linked with marketing so that most of the produce in the village will be purchased by the marketing societies.

3·8·8. Smt. Sucheta Kripalani (Uttar Pradesh) also made a strong plea for fixing floor prices for agricultural commodities.

3·8·9. Shri Asadulla Mir (J. & K.) stated that in Jammu and Kashmir State, prices for agricultural commodities have been fixed and if the producers are unable to get reasonable prices from other sources, the Government will be ready to purchase the commodities through the cooperatives.

3·8·10. Shri Shriman Narayan (Planning Commission) stated that it is a clearly enunciated policy laid down in the Plan that prices of food grains as well as other crops like cotton and oil seeds will not be allowed to fall below a reasonable minimum. The prices should be announced by the Government well in advance of the season at least every year if not every two or three years. No definite period, however, for the announcement of the prices has been fixed by the Planning Commission.

3·8·11. Dr. Katju (Madhya Pradesh) emphasised the need for fixing prices so that an agriculturist will have the incentive for increasing his production.

3·8·12. The Conference was emphatically of the view that the Government of India should take early steps to decide on a price policy for food grains and to implement it.

3·8·13. Shri Shriman Narayan (Planning Commission) stated that at least in the Intensive Agricultural Development Programme districts, serious efforts should be made to prepare production plans in each village systematically.

3·9. *Report of the P.E.O. on the evaluation of the Gram Sahayak Programme*—

3·9·1. The Chairman stated that the Gram Sahayaks' Programme has not made the impact that was expected of it as it was not linked up with the village panchayats and cooperatives. The follow-up was not adequate and there was no institutional forum to involve them in agricultural extension work. He emphasised the need for associating Gram Sahayaks in the drawing up of village agricultural production plans and to see that their selection is done by the panchayats.

3·9·2. The Conference accepted the recommendations made by the Annual Conference on Community Development.

3·10. *Coordination of Gram Ekai Work in Block areas*—

3·10·1. Shri Sahasrabudhe (K. & V. I. Commission) explained the concept of Gram Ekai and stated that there is no rigidity about the population in a Gram Ekai area and it can vary according to the local conditions. He emphasised the role that the cooperatives and panchayats have to play in the implementation of this programme. The pattern for the organisation of Gram Ekai will vary from area to area depending on the local conditions and if proper response is forthcoming from the people of particular block, Gram Ekai programme may be started in the entire block consisting of about 10 to 12 Ekais. Such a programme may be suitably phased.

3·10·2. Shri B.G. Ghade (Maharashtra) enquired whether in the Ekai area, all the existing cooperative societies will be recognised or whether the formation of a single society for the entire Ekai area is envisaged. He also enquired how coordination is to be achieved among the various agencies.

3·10·3. Shri Sita Ram Jajoo (Madhya Pradesh) pointed out that as at present envisaged, the gram Ekais are concerned only with 9 to 12 items and the question of marketing is also to be considered.

3·10·4. Shri Sahasrabudhe (K. & V. I. Commission) stated that the number of industries to be taken up in the Ekai area could be increased depending on local conditions. Regarding the cooperatives, the intention is to utilise the existing cooperatives to the extent possible. For the purpose of marketing, an integrated marketing organisation at the district or the State level is not being visualised at present by the Commission.

3·10·5. Shrimati Sucheta Kriplani (U.P.) pointed out that it may not be necessary to insist that 80 per cent. of the population in the area should decide to constitute an Ekai.

3·10·6. The Chairman observed that a substantial percentage of the population will have to agree to start an Ekai as, under the scheme, the produce has mostly to be consumed in the local area.

3·10·7. Smt. Sucheta Kripalani (U.P.) observed that it would be necessary to have some arrangements for coordination at the district and the State levels also. She suggested that at the State level, the committee set up to select the Ekais may, with the addition of one or two members, function as the committee for implementing the programme also. At the district level, a Committee with the Industries Officer, Planning Officer, the Officer in-charge of the Cooperatives, could be constituted to supervise the implementation.

3·10·8. The Chairman, while agreeing that there is need for having committees to supervise the implementation of the programme at the district and the State level, cautioned against multiplicity of committees.

3·10·9. After discussion, it was agreed that the Gram Ekai work at the State level may be coordinated by the *ad-hoc* committee appointed at the State level for the selection of the Ekais. At the district and the block levels, the functional sub-committee of the Zila Parishad/Panchayat Samitis for Village and Small Scale Industries, may coordinate and supervise the implementation of the programme in their district/block.

3·11. *Review of progress, difficulties if any and problems in the implementation of the Integrated Village Industries Programme*—

3·11·1. The Chairman briefly outlined the Integrated Village Industries Programme which has been drawn up in collaboration with the Ministry of Commerce and Industry. Though this is a commonly agreed programme, due to overwhelming pressures on the State Governments for establishing bigger industries, the rural industries programme has suffered. He emphasised the need for devising measures to ensure that at least 50% of the provision under small scale industries is spent in the rural areas.

3·11·2. Shrimati Sucheta Kripalani (U.P.) stated that during the Third Plan, a certain number of rural industrial estates have been provided in each State. She referred to the difficulties in obtaining materials like coal and iron and the shortages in the supply of power as difficulties which come in the way of faster progress.

3·11·3. Shri S. D. Misra (Parliamentary Secretary, Ministry of Community Development & Cooperation) stated that most of the rural industrial estates in the Second Plan have been located on the periphery of towns. He stated that 300 Industrial estates are to be set up during the Third Plan and referred to the need for ensuring that these are located in rural areas. Besides the estates, cluster type training centres and common facility workshops should also be started in the block areas.

3·11·4. The Chairman referring to the common facility centres, stated that their number will have to be increased progressively keeping in view the demand for such common facilities so that these centres could be paying propositions.

3·11·5. Shri N.M. Tidke (Maharashtra) stated that besides the common facility workshops, it may be necessary to have some arrangement for mobile workshops so that the benefits will be available to all the blocks.

3·11·6. The Chairman referring to the programme of rural housing and for the distribution of improved agricultural implements during the Third Plan, stated that these could provide the core for the village and small industries and these should be linked up with other industries like khadi which provide the basic needs for the consumers and producers in rural areas. He made a strong plea for the support of the States to locate as many industries as possible in the rural areas on a decentralised basis.

3·11·7. The Conference emphasised the importance of making every effort to ensure that the integrated programme for rural industries envisaged in the Third Plan is implemented in the rural areas.

3·12. *Progress of Panchayati Raj*—

3·12·1. The Chairman observed that in Kerala and West Bengal, not much progress has been recorded. He stated that after a decision to implement this system is taken, at least a period of about 18 months is required to pass the legislation and to implement it. He enquired at what stage the matter is in these two States.

3·12·2. Shri Ummar Koya (Kerala) stated that at present, in Kerala, Block Advisory Committees and District Development Committees nominated by Government, are functioning. Setting up of panchayats, which is now in progress, will be completed after the general elections. After the panchayats are set up, panchayat samities will be constituted and some powers and functions will be vested in them.

3·12·3. Shri Ishwar Das Jalan (West Bengal) stated that fresh legislation regarding panchayats was passed in West Bengal in 1956 and subsequently Gram Panchayats have been established. 5 to 6 village panchayats have been combined into an anchal panchayat; anchal panchayats have been set up in about half of the State. The State Government is to bear an expenditure of about Rs. 3,000 per year for each anchal panchayat. The entire State will be covered in the course of two years. Regarding the formation of Panchayat Samitis and Zila Parishads, some tentative proposals have been formulated and after consideration in the Cabinet, the proposals will be finalised. He added that a scheme is yet to be evolved which is suited to the peculiar conditions and interests in West Bengal.

3·12·4. Dr. Kailash Nath Katju (Madhya Pradesh) made an emphatic plea for ensuring that party politics do not enter the body politic of the villages through Panchayat elections.

3·12·5. The Chairman stated that efforts are being made to introduce the village Panchayats in all the centrally administered territories. The pattern of Panchayati Raj Administration that should be introduced in these areas is being considered in consultation with the Ministry of Home Affairs and a decision will be taken in a few months.

3·12·6. Shri Gopinath Aman (Delhi) explained the set up obtaining in the Union Territory of Delhi.

3·12·7. Shri J.M. Raina (Manipur) stated that the village Panchayats Act of U.P. has been extended to Manipur and elections to village Panchayats will be held some time during November.

3·13. *Acid Tests of Panchayati Raj—*

3·13·1. The Chairman introducing the subject stated that these acid tests are meant to enable the Panchayati Raj institutions to assess their performance. He mentioned that many delegates have suggested changing the name of these acid tests. He suggested that they may instead be called "ten-point test".

3·14. *Agricultural production as the highest national priority during the Third Plan—*

3·14·1. The Chairman explained that in the Third Plan period agricultural production has to be given the highest priority and all the other nine tests are related to it.

3·14·2. Dr. K.N. Katju (Madhya Pradesh) suggested that animal husbandry should also find a place as an item in th e tests.

3·14·3. The Chairman pointed out that the term "agriculture" used in this context includes animal husbandry and minor irrigation also.

3·14·4. The Conference accepted the recommendations made by the Annual Conference on Community Development.

3·15. *Promotion of rural industries—*

3·15·1. Shri B. Patnaik (Orissa) explained briefly the proposals under consideration in Orissa for industries to be set up by Panchayat Samitis. He emphasised the need for the dispersal of industries to supplement the incomes derived from agriculture. As the area to which irrigation by canals can be extended was limited, in these areas not served by canals pumping sets are proposed to be distributed on a very large scale so as to enable the farmers to switch over to cash crops. Provision of clean housing accommodation is another programme to be taken up on a priority basis. Filtered water supply to the villages with a population of 2,000 and above is also to be taken up in the next year. For all these purposes, Shri Patnaik added, industries have to be developed to produce the necessary equipment and material and also servicing and maintenance. Hence the proposal to set up industries for producing improved agricultural implements, pumps, etc. at the headquarters of the Panchayat Samiti. There is also a proposal to set up a central purchasing organisation which will look after the supply of raw materials for the factories and would market their products. In the next five years efforts will be made to set up a factory in each of the Panchayat Samitis to produce various kinds of equipment. In view of this, Shri Patnaik did not agree that it will not be practicable for the Panchayat Samitis to start industries of their own.

3·15·2. The Chairman agreed that with the proper coordination of the schemes for the distribution of agricultural implements, rural housing schemes, agriculture, village industries, and small scale industries programmes, a substantial sector could be formed for small scale industries for manufacture,

maintenance and servicing. So far as the village industries are concerned, these could be fostered through the gram ekai scheme. He observed that efforts should be made to start industries through cooperatives and, if these are not available, through private entrepreneurs. He was doubtful whether the Panchayat Samities, which have quite heavy responsibilities of planning, administration and implementation should get themselves involved in these industries with financial commitments.

3·15·3. Shri Shriman Narayan (Planning Commission) observed that for creating a self-generating and self-sustained economy it is essential that Panchayati Raj should be accompanied by Panchayat Udyog. The industries would enable the Panchayat Samities to become effective instruments for increasing production and for giving full employment to the rural people. He made a fervent plea for locating as many of these industries and industrial estates in the rural areas as possible. He also suggested that the States may formulate their schemes for rural electrifications in such a way that distribution is done through village cooperatives.

3·15·4. Shrimati Sucheta Kriplani (Uttar Pradesh) posed the issue whether the Panchayat Samiti should be regarded as a administrative unit or an economic unit. As the cooperatives have been given an important place in the economic sector, she mentioned that if the Panchayats also enter the field, it may lead to clash of interests.

3·15·5. Shri B. Patnaik (Orissa) observed that the Panchayat Samiti industries are expected to meet the basic requirements of the villages and to implement the housing and water supply schemes. These would also enable the Panchayat Samitis to become self-sufficient and self-financing bodies. As the cooperatives have not yet developed sufficiently, he felt that there was considerable scope for the Panchayat organisations also to set up the industries.

3·15·6. Shri G.R. Anant (Madhya Presdesh) stated that Panchayat Samitis are already establishing and maintaining production-cum-training centres and he was of the view that no restrictions need to be placed on Panchayat Samitis in this regard.

3·15·7. Shri Ghade (Maharashtra) suggested that Panchayati Samiti should remain only administrative bodies and the economic activities may be left to the cooperative societies.

3·15·8. The Chairman observed that a working group has been set up to study the relationship between the cooperatives and panchayats and the group is likely to consider this question, also. While agreeing that Panchayat Samitis have to play a major role with regard to rural industries programme, he stated that they should attempt to do this through the cooperatives or private entrepreneurs. Only where such talent is not available in adequate measure the Panchayat institutions directly need to take responsibilities for promoting the industries. While selecting the agencies preference should be given to the cooperatives.

3·15·9. Shri B. Patnaik (Orissa) was of the view that there should be very close relationship between the Panchayati Samitis and the cooperatives. He envisaged the Panchayat Samiti as the financing agency as well as the buyer

and compared it to a large cooperative which should provide the necessary facilities for servicing, equipment, etc. Where cooperatives are not available, it is the responsibility of the Panchayat Samitis to take up these industries.

3·15·10. Dr. Punjab Rao Deshmukh (Union Minister of Agriculture) pointed out that the cooperative organisations will have to look after the economic side of the activities and the Panchayats will play an administrative role.

3·15·11. Shri B. Patnaik (Orissa) explained that a percentage of land revenue is being given to the Panchayat Samitis and as such they are bound to assume some economic functions besides being administrative units. To enable these Panchayat Samitis to become self-sufficient and self-generating economic units and not to depend continuously on the State Exchequer and on Central assistance, he emphasised the need for starting some industries under the Panchayat Samitis.

3·15·12. Shri Shriman Narayan (Planning Commission) observed that by and large the Panchayati Raj organisations should be administrative units and the cooperatives the business units. It would, however, be the responsibility of the Panchayati Raj institutions to ensure that the industries programmes in their areas progress satisfactorily through the village cooperatives.

3·15·13. After discussion it was agreed that Panchayat Samitis should play a major role in the rural industries programme. In view of the large requirements of agricultural implements, pumping sets, house building materials etc. in the villages, it is necessary to establish manufacturing and servicing units at places which are easily accessible to the villagers. The Panchayat Samitis should encourage cooperative institutions, to establish such industries. If the cooperatives are not yet fully developed, local private entrepreneurs should be encouraged to start such industries. Where, however, no such talent is available, the Panchayat Samiti itself should take up the responsibility sor starting the industries.

3·16. *Development of cooperative institutions*—

3·16·1. Shri Chitta Ranjan Roy (West Bengal) emphasised the need for proper training to ensure that the cooperative movement is built up on sound principles.

3·16·2. Shri B. Patnaik (Orissa) emphasised the need for encouraging labour cooperatives and to hand over to them progressively the constructional works.

3·16·3. Shri M.R. Bhide (Ministry of C.D. & C.) explanined briefly the progress that has been achieved in the formation of labour cooperatives.

3·16·4. Shri B. Patnaik (Orissa) was confident that cooperatives could compete with the contractors only if they are properly nourished and nurtured. For achieving the socialistic pattern of society, encouragement to the labour cooperatives would be very important. He suggested the setting up of a high power committee to examine the question of establishment of labour cooperatives and to see whether any legislation is necessary.

3·16·5. Dr. Panjab Rao Deshmukh (Union Minister of Agriculture) suggested that this programme should be examined in detail.

3·16·6. Shri F.A. Ahmed (Assam) explained the progress in labour cooperatives in Assam and the difficulties that have been encountered in encouraging these cooperatives.

3·16·7. Shri Asadulla Mir explained the progress made in Jammu & Kashmir in promoting the cooperatives particularly forest cooperatives and labour cooperatives.

3·16·8. Dr. K.N. Katju (Madhya Pradesh) made a fervent plea for making the cooperative movement broad-based and ensuring that rapid progress is made in this regard.

3·16·9. The general consensus was that labour cooperatives should be organised in the Panchayat Samiti areas and constructional works handed over to them. It was decided that the suggestion for setting up a committee to examine the question of establishment of labour cooperatives and to consider whether legislation in this regard is necessary will be examined by the Ministry and a paper will be put up, if necessary, before the Conference of State Ministers of Cooperation.

3·17. *Development of local resources including utilisation of local man-power*—

3·17·1. The Chairman introducing the subject emphasised the need for utilising the available man-power in the rural areas and mobilising it for national development. He urged that a systematic approach should be made towards this problem and, if necessary, targets for the utilisation of rural man-power should be laid down during the Third Plan in terms of percentage of local man-power available for utilisation.

3·17·2. Shri B. Patnaik (Orissa) suggested that rural industries should also be included as one of the important programmes for development of local resources.

3·17·3. Shri F.A. Ahmed (Assam) suggested that only unclassified forests should be transferred to the village Panchayats, but the reserved forests will have to be looked after by the Forests Department itself.

3·17·4. Shri B. Patnaik (Orissa) suggested that cooperatives could be formed for the exploitation of the forests and the forests may be handed over to the Panchayats for this purpose.

3·17·5. Shri F.A. Ahmed (Assam) pointed out that it may not be practicable to hand over reserved forests to the village Panchayats if they are more than 5-6 miles away from the village proper.

3·17·6. After discussion it was agreed that village forests (not reserved forests) in addition to tanks, small irrigation sources, orchards, etc. should be progressively transferred to Panchayats.

3·18. *Optimum utilisation of resources available to Panchayati Raj institutions such as money, staff, technical assistance and other facilities from higher levels*—

3·18·1. The Chairman observed that the decision to make the block a unit of planning and development has not been satisfactorily implemented so far by the States. He reiterated the urgent need for taking action in this regard.

3·19. *Assistance to the economically weaker sections of the village community*—

3·19·1. Shri F.A. Ahmed (Assam) pointed out that besides the scheduled castes and scheduled tribes, who constitute the weaker sections of the community and who should get a proper share of the benefits, there are many sections on the border line, who are sometimes discriminated against. He suggested that these sections also should be taken care of.

3·19·2. The Chairman observed that such sections would also come under the economically weaker sections. He referred to the committee appointed under the chairmanship of Shri Jaya Prakash Narayan, whose Report is expected by the end of this month. Based on these recommendations final decisions will be taken.

3·20. *Progressive dispersal of authority and initiative with special emphasis on the role of voluntary organisations*—

3·20·1. The Conference agreed with the recommendations made by the Annual Conference on Community Development.

3·21. *Understanding and harmony between the people's representatives and the people's servants through comprehensive training and education and a clear demarcation of duties and responsibilities.*

3·21·1. The conference agreed with the recommendations made by the Annual Conference on Community Development.

3·22. *Progressive increase of competence both in officials and non-officials*—

3·22·1. The conference agreed with the recommendations made by the Annual Conference on Community Development.

3·23. *Cohesion and cooperative self-help in the community*—

3·23·1. Shri Shriman Narayan (Planning Commission) gave a historical account of the Panchayat system in the country and stated that unanimity and harmony have been the most important aspects of the working of Panchayats. He suggested the provision of some concrete incentives for those Panchayats which have done good work and where unanimity is obtained. This may be done on the basis of categorisation and the financial incentives to be provided may vary from category to category. Unless unanimity is fostered in these institutions, he was afraid that the whole idea of Panchayati Raj will not get real vitality and dynamism.

3·23·2. Shri B. Patnaik (Orissa) supporting the plea for unanimity in Panchayati Raj institutions mentioned the possibility of the Panchayati Raj system being identified as the ideology of a certain political party and therefore being run down by other parties in the country.

3·23·3. The Chairman observed that there is no escape from the inevitable logic that when powers are delegated to the people, they will have the discretion to elect the representatives they like and if any particular institution does not function properly it is the people who will have to apply the proper remedy.

3·23·4. Shri R.S. Yadav (U.P.) stated that in the system of elections parties and group feelings seem to be inevitable. But the people have to be educated regarding te implications of the majority rule.

3·23·5. Dr. Panjab Rao Deshmukh (Minister of Agriculture) stated that all the political parties are vitally interested in the villages as most of the voters reside in the villages. However, he emphasised the need for promoting unanimity in the functioning of the Panchayati Raj institutions.

3·23·6. It was agreed that in view of the need to promote consensus and unanimity in elections to Panchayati Raj institutions certain incenties by way of additional financial allocations, etc. may be provided for those institutions where there is unanimity and cohesion.

3·24. *Gram Sabha—the base of Panchayati Raj—*

3·24·1. The conference agreed with the recommendations made by the Annual Conference on Community Development.

3·25. *Role of the Collector in Panchayati Raj—*

3·25·1. Shri Ghade (Maharashtra) stated that in Maharashtra the district level administration will be transferred to the Zila Parishad. The Zila Parishad will have an executive officer, who exercises control over the district heads of departments and functions under the chairman of the Zila Parishad.

3·25·2. Shri B. Patnaik (Orissa) suggested that as there has not been enough experience in this regard the matter may be left to the States and may be reviewed periodically.

3·25·3. Shri F.A. Ahmed (Assam) stated that in Assam the Collector has been completely kept out. However, he is the head of the Development Committee.

3·25·4. Shri Linga Reddy (Mysore) pointed out that after considerable discussion at the select committee stage and in the State Legislature in Mysore the Collector has been placed fully within the Zila Parishad.

3·25·5. The Chairman observed that the general consensus was in favour of the view that the Collector should be completely outside the Zila Parishad but should have a right to take part in the deliberations whenever he considers it necessary. Since many States have already enacted legislation a decision could be taken after some more experience in the working of the various alternatives is gathered.

3·26. *Promotion of All-India/State Non-Official Organisations to assist the growth of Panchayati Raj—*

3·26·1. The Chairman stated that an additional paper on the subject has been circulated and explained briefly the proposals for consideration.

3·26·2. Shri B. Patnaik (Orissa) doubted the propriety of forming a non-official organisation either at the State or the National level. He suggested that such an organisation should be a part of the government organisation.

3·26·3. Shri C.M. Trivedi (Planning Commission) suggested that it will not be necessary to decide as to how such a body should be formed and that this may best be left to the Zila Parishads.

3·26·4. Shrimati Sucheta Kripalani (U.P.) doubted whether the proposed non-official body, though it remains outside the administrative set up, will not be taking any administrative responsibility.

3·26·5. Shri Balwantray Mehta, M.P. explaining the need for such an organisation stated that it would be useful in organising training programmes at various levels, to take up studies for research and advanced training and building up of libraries and other facilities. He stated that such an organisation would be useful to harness non-official effort at least in building up the movement, nursing it and guiding it and giving it momentum. He commended the idea for evolving such a machinery on a federal basis at the State and the National levels.

3·26·6. Shri B. Patnaik (Orissa) stated that he was not against the idea as such but he felt that such an organisation should take the character of a clear government organisation. It will also have to be financed by the State Government and as such it must be an instrument of the State Government

3·26·7. Shri Linga Reddy (Mysore) stated that main objective of community development programme is to foster voluntary organisations and the All-India organisation may also initially be a voluntary organisation.

3·26·8. The Chairman stated that in view of the divergent views on the subject it needs to be studied in greater detail. He suggested that the State Governments may also examine this question. It was agreed that consideration of the subject may be deferred for the present.

3·27 *Equity and fairdeal in Panchayati Raj—*

3·27·1. The Conference accepted the recommendations made by the Annual Conference on Community Development..

3·28. *Youth programme as the vital base for the Panchayati Raj movement and trianing of and incentives to youth workers—*

3·28·1. Shri Shriman Narayan (Planning Commission) pleaded for coordination of the activities of the various youth organisations in the country.

3·28·2. Shrimati Sucheta Kripalani (U.P.) also emphasised the need for coordination.

3·28·3. The Chairman stated that while coordination is important, it has to be ensured that no organisation or institution coming from the top interferes with the coordinated functioning at the panchayat samiti or the zila parishad level. At that level, the Chairman added, no organisation should be permitted to function by passing the Panchayati Raj institutions. He felt that the responsibility for organising the youth will have to be taken up by the panchayats and the samitis so that these organisations will owe their loyalties to the Panchayati Raj institutions. Government funds for the promotion of youth organisations should be channelised through the panchayat samitis.

3·28·4. Shrimati Sucheta Kripalani (U.P.) supported the suggestion for having a common flag and a common pledge for youth organisations through the country. She stated that this would promote national integration.

3·28·5. Dr. Panjabrao Deshmukh, Minister of Agriculture stated that although he was in favour of the panchayats promoting the youth organisations at the village level, other organisations could also promote voluntary organisations.

3·28·6. The Chairman emphasised the need for avoiding parallel organisations and for coordinating the work of the existing organisations.

3·28·7. Shri Shriman Narayan (Planning Commission) suggested that it would be desirable to defer the proposal regarding the promotion of State and National organisations with a common flag and a common pledge.

3·28·8. The Conference, while endorsing the recommendation to promote youth activities at the village and block levels through panchayats and panchayat samitis, decided that the question of promoting the formation of federal organisation of youth at the district, State and National levels should be deferred for the present.

3·29. *Women's programme as the vital base for the Panchayati Raj movement—*

3·29·1. The Conference accepted the recommendations of the Annual Conference on Community Development.

3·30. *Training of and incentives to women workers—*

3·30·1. The Conference accepted the recommendations of the Annual Conference on Community Development.

3·31. *Intergrated Publicity Programme Radio rural forums and maintenance of community listening sets—*

3·31·1. The Conference accepted the recommendations of the Annual Conference on Community Development.

3·32. *Family Planning—*

3·32·1. The Conference accepted the recommendations of the Annual Conference on Community Development.

3·33. *Rural Housing—*

3·33·1. Shri B. Gopal Reddi, Minister of Works, Housing and Supply welcomed the decision of the Planning Commission to give grants to village panchayats for undertaking the improvement of streets and drainage in the villages selected under the Village Housing Project scheme. He urged that the sum of Rs. 5 crores earmarked for housing sites for landless agricultural workers should be in addition to the allocation of Rs. 12·7 crores for rural housing.

3·33·2. Shri Shriman Narayan (Planning Commission) pointed out that this amount also will have to be found out of the overall ceiling of Rs. 12·7 crores.

3·33·3. The Chairman observed that various Ministries like the Home Ministry, Commerce and Industry Ministry and the C.D. Ministry besides the Ministry of W.H. & S. had provision for rural housing and the programme of the different Ministries need to be coordinated.

3·33·4. Shri B. Patnaik (Orissa) stated that funds should be provided for setting up industrial units for producing tiles and other cheap building material in the villages so that better housing could be provided.

3·33·5. The Chairman observed that the scheme for the utilisation of rural manpower should be linked up with rural housing.

3·33·6. Dr. Khosla (Planning Commission) pointed out that a sum of Rs. 150 crores had been set apart during the Third Plan for the schemes connected with the utilisation of rural manpower; rural housing schemes also could come under the purview of the scheme. Six research centres have been set up in the country for evolving cheap building materials and techniques and their work would considerably help the rural housing programme.

3·33·7. Shri B. Patnaik (Orissa) observed that the greatest requirement in implementing the rural housing programme was the initial finance in the form of long-term loans.

3·33·8. The Chairman emphasised the need for proper coordination of the programmes of Rural Housing, Rural Industries and the manufacture and distribution of Agricultural implements.

3·33·9. The Conference decided that additional resources were required the rural housing scheme and it was agreed that this question should be further examined by the Ministry of W.H. & S. in consultation with the Planning Commission.

3·34. *Programme for coverage by C.D. Blocks in the Third Plan and related problems*—

3·34·1. The Conference accepted the recommendations of the Annual Conference on Community Development.

3·35. *Pilot Projects for the utilisation of rural manpower*—

3·35·1. the Conference accepted the recommendations of the Annual Conference on Community Development.

3·36. *Adult literacy programme in the Third Five Year Plan*—

3·36·1. The Conference accepted the recommendations of the Annual Conference on Community Development.

4. *Post-Stage II Blocks*—(Agenda Item 4)—

4·1. The Chairman explained that in the near future, the Community Development Blocks started in 1952 will be completing their stage II. No Central assistance will be forthcoming for these blocks hereafter and resources will have to be found by an equitable distribution of the funds available with the various Departments in the States. This problem assumed added importance in the context of Panchayati Raj.

4·2. Shri Patnaik (Orissa) agreed that the ceasing of Central assistance coupled with the introduction of the Panchayati Raj system, will lead to serious difficulties. He pointed out that in spite of continuous development for nearly 10 years in the blocks, a self-generating economy has not been built

up. Even for the amenities that have been provided, it may be difficult to find resources for maintenance. He urged that the Planning Commission and the Centre should do some rethinking on this subject.

4·3. The Chairman observed that during the Third Five Year Plan considerable amounts are being provided in the rural sector through the budgets of the Agriculture, Commerce and Industry, Education and Health Ministries. The total amount required for providing funds at the rate of Rs. 1 lakh per year per block would be insignificant when compared with the amount earmarked during the Third Plan for the various Ministries to be spent in the rural sector. What was required, he suggested, was making the block the real unit of planning and development so that the funds of the various Departments would be channelised through the block samitis and there will be an equitable distribution.

4·4. Shri F. A. Ahmed (Assam) stated chat in Assam, a decision has been taken that the available funds should be distributed based on the backwardness and the special needs of the area and also on the basis of population and area. He added that when the Assam Government's case was presented to the Finance Commission, the amount required for committed expenditure was also taken into consideration. He urged that this matter may be taken up by the Central Ministry with the Finance Commission so that some provision may be made for the maintenance of the staff in Post-Stage II Blocks.

4·5. Shri C. Narasimham (Addl. Development Commissioner, Andhra Pradesh) stated that even if the Finance Commission were to provide some extra assistance to any particular State, the total quantum of assistance for the Third Plan period would remain unaltered but only there will be a change in the relative proportion of grants and loans.

4·6. It was agreed that the State Governments should take steps to implement the decision to make the block as the unit of planning and development and ensure that development funds for schemes at block level and below are channelised blockwise.

4·7. Where this has not been done substantially before the expiry of the Stage II period, it was agreed that the State Governments should provide the Stage II Blocks not less than Rs. 1 lakh each year out of their own Plan and non-Plan allocations to enable development activities to be continued at least on the same scale as in Stage II. Special mention of Post-Stage II Blocks may be made in the annual plans of the States to ensure adequate attention being focussed on the needs of such blocks.

4·8. The Conference agreed that the staff in the blocks should be made permanent. The question of committed expenditure has been taken into acceount by the State Governments while presenting their case to the Third Finance Commission. The Ministry of Community Development and Cooperation may also take up this question with the Finance Commission in so far as the committed expenditure for Post-Stage II Blocks is concerned.

5. Shri Dey then gave his concluding speech. (A summary of his speech is at Appenaix 4).

6. Dr. K.N. Katju (Madhya Pradesh) thanked the State Government for haveing played the host and the Chairman for having conducted the deliberations.

APPENDIX 1

ADDRESS OF WELCOME BY SHRI P. RANGA REDDY, MINISTER FOR PLANNING AND INFORMATION, ANDHRA PRADESH AT THE INAUGURAL SESSION OF THE CONFERENCE OF STATE MINISTERS OF COMMUNITY DEVELOPMENT AND PANCHAYATI RAJ AT HYDERABAD. JULY 17, 1961.

Shri Dey and Friends,

It is a pleasure and a privilege to welcome you all to our State, more particularly to this great city of Hyderabad. We are grateful to Shrī S.K. Dey, our Union Minister for Community Development and Co-operation, for having given us this opportunity to play host to the distinguished delegates coming from all over the Country. We may be permitted a certain amount of self-satisfaction in feeling that a National Conference is being held in our City this year. Each year the nation is agitated over one issue or the other and rightly so, because in a democratic nation which is in the throes of the struggle for economic upliftment, with all the freedoms assured on the one hand and with sacrifices required on the other, it is in evitable that some issue or the other, should be agitating the mind of the people. And this year we have been so agitated over the very fundamental question of our national identity and integration. We are almost feeling as if 14 years after our emergence as a free nation we are still searching for a soul. In such a year, therefore, it is appropriate that this conference should be held in Hyderabad, because Hyderabad, more than any other city in our country, represents a synthesis of the various trends in our history and our culture. If proof were required that diversity is not synonymous with disintegration, Hyderabad provides it in abundance. For here is a blend of different languages and influences; of the north and the south, of the Hindu and the Muslim, of the fuedal and the democratic. And all these exist not in a frozen equilibrium, not in sullen competition nor in atavistic survival but in a live synthesis, so blended that the total picture would not be the same without any one of these elements.

2. The Community Development Programme itself has acted as a synthesising and unifying force, not only in terms of the various communities where the programme was in operation, but administratively in national terms also. During these 8 years, a basic common organisation has been evolved and it has been enriched by experiences drawn from various parts of India. It has in its turn enriched the thinking on various problems all over the country. To the evolution of a common understanding between the various States and the Centre, these Annual Conferences have made a most significant contribution. It is here that the men of experience, the workers in the fields, gathered every year to review the programme, to redefine the goals and aspirations, where necessary and to rededicate themselves to the service of the nation. In a way, therefore, the history of the Community Development Programme can be read in the proceedings of the Development Commissioners' Conferences, a well-documented history. In fact some have wondered whether the Programme has not been too often reviewed and too well-documented for its own good. But in retrospect, one can, perhaps, say that, on balance, this has been for the good, because in a programme of this type, dealing with the vast human problems and

using methods of work new to normal administration, it is good to have constant self-evaluation and a change in approach whenever necessary. The Annual Conference has precisely provided the forum for this, and it has proved an effective forum because the participants have been those who were responsible at the highest level for the programme. They could speak, therefore, with experience, responsibility and authority.

3. Community Development is the aim and extension the method-so it was said. We can now perhaps, say the Community Development is the aim, and Panchayati Raj the means providing as it does the institutional frame work for securing it. As in the case of all aims and means these two are bound to affect each other. The fact that Panchayati Raj has arisen in the context of Community Development has already had its effect on the kind of institutional arrangements that have been devised for Panchayati Raj, such as, for instance, the Block being the unit for the Panchayat Samithi. Conversely the introduction of Panchayati Raj itself is bound to influence some of the concepts and objectives of Community Development. It is, therefore, proper that Panchayati Raj should occupy a prominent place in our discussions here.

4. There are many problems relating to Panchayati Raj which, I am sure, we will be discussing these two days. To mention some, the role of the District Collector in Panchayati Raj, the position of members of Parliament and of the State Legislatures, the status and functions of the Chief Executive officers of Zila Parishads and Panchayat Samithis, the powers and functions of presiding officers etc. I do not propose to take your precious time in discussing them in this address. However, I would like to invite attention to only one problem in this connection, namely, the relationship between the people's institutions and development staff. At the time when Panchayati Raj was inaugurated in our State our chief concern was as to how the people's representatives and the permanent Government servants would adjust themselves in the new context. There were apprehensions on the one hand that the staff would be grudging in giving their loyalty and co-operation to the new institutions and on the other there were also fears that the elected representatives of the people might fail to draw a line between deliberative and executive functions, and thus overstep their limits and create administrative difficulties. Happily however, our experience of the last 18 months has belied both these apprehensions. The staff and the elective representatives in the Samithis and the Zila Parishads have been functioning quite effectively and with utmost co-operation between themselves. Our problem today is, however, a different one. It relates to that development staff which has not been actually transferred to the new institutions, particularly, at the district level. Although this staff has not been transferred to the control of the Zila Parishads, still they are responsible in certain aspects of their work to these institutions. The problem, therefore, is how to ensure the efficient dicharge of these responsibilities. It is a matter for careful consideration whether this necessitates a complete transfer of control over such staff also to the Zila Parishads or, whether there are other ways of ensuring their co-operation.

5. In our own State, certain steps have already been taken such as the issue of detailed instructions on the role of District Officers and of the other members of the staff in their institutions. But the position is not altogether

satisfactory either from the point of view of the people's institutions or from that of the departments themselves. I mention this because in a conferenc of this nature where the ministers in charge of the Community Development Programme and of Panchayati Raj from all over the country are gathered it might be possible to evolve a solution to this important problem.

6. Through Panchayati Raj we have succeeded in placing the basic institutions near enough to the people to prevent them from ever functioning in a manner impervious to their real wishes or indifferent to their well-being. We have tried in every way to profit by the past experience of all the States in our country with regard to the working of the local bodies and avoided some of the causes atleast which led to the failure of such bodies. Institutional representation, no matter how near the ground the institution may be cannot by itself be a guarantee of real commitment and active participation on the part of the people. Ultimately, the success or failure of any human organisation depends upon the quality of the leadership available to it. Leadership at the village, therefore, becomes the crux of the problem. To the extent that such leadership does not exist, it has to be fostered. It is our hope that with the institutional frame work of Panchayati Raj and with the necessary education, training, guidance and good leadership from the village level we would be able to succeed in what was the basic an original purpose of the Community Development programme, namely, that of creating in the Community itself both the desire for its own upliftment as well as the energy and the organisation for achieving it; to generate within our various village communities social self-propulsion so that they may all become dynamos of social energy that would develop the motive force necessary for the progress of our country.

7. Here and there, there may be instances where men have looked upon Panchayati Raj as a means of achieving power and patronage rather than as a means of serving the people and the community. There may be instances where the struggle for power and privilege divided men, so that one might draw the inference that Panchayati Raj has sown the seeds of dissension where there was none. But in this, as in everything else, there is need for a proper perspective, and a sense of proportion. It is more important to determine whether the direction in which we are proceeding is the correct one rather than to try to measure the actual distance that we have travelled in such a short time.

8. I hope that discussions under the able guidance of Shri Dey, the father of Community Development movement in our country, will help us greatly to see our problems more clearly, and find solutions acceptable to us all.

9. Our Government and the Ministry of Community Development and Co-operation have tried to do their best to see that all of you are comfortable and that your stay here is not only useful in so far as the conference work is concerned but also enjoyable. Still, when arrangements are made on so large a scale as this, there are bound to be some lapses on our part and some inconveniences caused to some one or the other. I hope you will excuse such inconveniences and take back only pleasant memories of Hyderabad.

JAI HIND

APPENDIX 2

INAUGURAL SPEECH BY SHRI D. SANJIVAYYA CHIEF MINISTER ANDHRA PRADESH AT THE CONFERENCE OF STATE MINISTERS OF COMMUNITY DEVELOPMENT AND PANCHAYATI RAJ AT HYDERABAD, JULY 17, 1961.

Shri Dey and Distinguished Friends,

I feel honoured by Shri S. K. Dey's invitation to inaugurate the Conference of State Ministers of Community Development and Panchayati Raj. I am grateful to him for the privilege so kindly extended to me. Conferences of Development Commissioners have been an annual feature right from the beginning of the Community Development programme and just now one such Annual Conference has ended. Last year, for the first time, it was felt necessary to have a conference of State Ministers of Community Development also in addition to the Annual Conference of Development Commissioners. This was perhaps a measure not merely of the increased importance of the programme or of the greater magnitude of its sway, but also of greater responsibilities involved in the decisions to be taken. If these were the only factors, there would still have been no need to have a Ministers' Conference, because the officers attending the Annual Conference are all senior and experienced enough to deal with problems arising out of such factors. The convening of a Ministers' Conference in addition to the Annual Conference on Community Development signifies a change in the *nature* of the decisions that now require to be taken in connection with community Development and Panchayati Raj. Increasingly the problems arising in this Programme are such that their solutions are bound to have policy implications. They could not, therefore, be any longer tackled at the administrative level alone. If the decisions of the Annual Conferences were to be meaningful and effective as they had been hitherto, it became necessary to associate Ministerial authority with them.

2. During the last 8 years the Community Development Programme has gone through many changes each of which appeared at its time to be fundamentally changing the concept of the Programme. But there can be no doubt now that the most fundamental change that has come about so far is the introduction of Panchayati Raj. I may add of course that the acceptance of Cooperation as an instrument for the implementation of the national policies should have ranked equal in importance with the introduction of Panchayati Raj. But in practice the effects of the introduction of Panchayati Raj even in 18 months have been more startling and more far-reaching than any corresponding effects in the field of Cooperation. This is perhaps a reflection of the fact that it is much easier to effect democratic structural change than economic change. However, in view of these changes it is inevitable that Panchayati Raj should more and more dominate discussions regarding the Community Development Programme. In fact the difficulty is to discuss the one in isolation from the other. Panchayati Raj is not only connected with Community Development but is also today the predominant form of local Self-Government.

3. We have reached a stage where we need no longer discuss the principles or the bases of Panchayati Raj . In one form or other almost all States have either introduced Panchayati Raj or are committed to do so. It is inevitable

that different States would be adopting different patterns of Panchayati Raj. But some of the problems that have arisen in Panchayati Raj would be common even if the patterns be different and it would be useful if such problems could be clearly stated because very often the clear formulation of the problem is itself a most difficult part of the problem and dicussed so that from the common pool of thought and experience some solutions may arise. I shall briefly touch upon only some important aspects in this regard.

4. The first important question is, what exactly we consider the nature of these bodies to be. Too often various persons have been saying that these are not local bodies in the same sense as the old local bodies used to be. But, if these are not local bodies in the same sense, we should define what exactly they are. At the moment, in practice, they are inevitably dealt with as local bodies even if they are now given more activities, more funds and more staff. The ultimate solution to this problem, as pointed out earlier by Shri Dey himself, may have to be nothing short of an amendment of the Constitution so as to give a definite status to these bodies as Government at their levels. The sooner this question is gone into thoroughly the better.

5. The Panchayat Samithis and the Zilla Parishads are today discharging two different types of functions:—functions that have been transferred to them, such as the entire Community Development Programme and Primary Education at the Block level and Secondary Education at the District level, and functions in which they enjoy powers delegated to them by the State Government or in which they are agents of the State Government such as may be the case for the distribution of chemical fertilizers, execution of special schemes for the benefit of the weaker sections etc. The degree of supervision and control vested in them over the respective staff, naturally varies with the role they are required to play in the discharge of their responsibilities. Some confusion and misunderstanding seem to have arisen because of a failure to make this distinction. It would, therefore, be helpful if this aspect is gone into more closely and the correct position set out.

6. The second aspect is with regard to the distinction between deliberative and executive functions. You may recall that this was one of the points mentioned in the letter of the Deputy Chairman of the Planning Commission addressed to the Chief Ministers of the States where he had stated that suitable lines of action may have to be evolved with regard to the balance between deliberative planning and executive responsibilities in the work of Panchayat Samithis. The distinction between deliberative and executive functions has to be considered not only within each institution in Panchayati Raj; but also as between the different institutions. In respect of those within the institutions any discussion of the distinction between deliberative and executive function will have to take into account the role of officials and non-officials and how far the executive function must be left entirely to the officials, while the non-officials concern themselves only with deliberative functions.

7. Similarly, as between institutions also this issue has to be considered. For instance there are today two different concepts of the role of the Zilla Parishad. In Rajasthan the Zilla Parishad is purely a coordinating body without any executive function; whereas in our own State the Zilla Parishad has also executive functions in matters such as Secondary Education, functions of the

former District Boards etc. I shall not go into the merits and demerits of these conceptions. In passing I may merely mention that the arrangement in Andhra is partly due to the historical fact of the Zilla Parishad being the successor body of District Board which had been a well-established institution for several decades. Whatever that may be, here the question again arises as to what extent the executive functions should be limited to the lower body alone, or to what extent some of them can, with greater advantage, be entrusted to the higher bodies.

8. The third aspect I would like to touch upon is the question of autonomy versus programme responsibility. That the new institutions should be given considerable initiative and that they should not be subjected to the kind of official checks and cross-checks from which the old local bodies suffered goes without saying . But some machinery would have to be evolved to see how far these institutions are effective in implementing the programmes for which they are made responsible. For, after all, it should not be forgotten that the considerations that impelled us to adopt Panchayati Raj as a national policy were not merely political but were also economic. Democracy will, no doubt, take root in this country only to the extent that Panchayati Raj succeeds; but Panchayati Raj itself would succeed only to the extent that it is able to bring about the economic upliftment of rural communities. It, therefore, remains to be our duty to ensure effective execution of development programmes, while, at the same time, not unduly intruding into the autonomy given to these bodies. The balance will have to be struck between the two.

9. A special aspect of the same problem is the question of control over staff responsible for development programme. On the one hand there are weighty reasons to give control over the staff to the Samithis and Parishads, while on the other there is the problem of how the control and supervision of the departmental officers concerned should also be retained consistent with the control given to the institutions. The departmental control will continue to be necessary because all these activities have to be coordinated on a State-wise basis and certain targets would have to be achieved if the National Plan itself is not to be in jeopardy. There can be no question, therefore, that the line of command and communication that now exists in each Department between its officers at various levels should be retained. The question, however, is how and in what manner these required to be modified so as to give adequate control to the peoples' institutions who also share the responsibility for that particular programme in their areas. The problem is one of finding a meeting place between a vertically organised administration and a horizontally organised one.

10. Allied with the problem of programme responsibility and programme execution is the problem of mobilisation of local resources. This is the crux of the entire problem, because, ultimately, the justification for these institutions will be their ability to mobilise local resources far more than any official organisation. Some comments have been made by responsible persons that in this aspect the institutions have not yet done much. It may be that it is a little too early to judge this particular aspect of their work, but the fact remains that it is one of the most important aspects and there should be some built-in arrangement for ensuring the performance of this particular function by these bodies. The system of matching grants is one such arrangement. Similarly, the release of

funds in proportion to the raising of local resources may be another. The giving of more powers and functions to those who have utilised their local resources better may be yet another inducement. These will have to be studied in great detail. All I would like to emphasise is the need to study each aspect and devised suitable methods whereby the raising of local resources is satisfactorily ensured.

11. These are some of the general issues which I have touched upon. The more practical problems that have arisen will, no doubt, come before you through the recommendations of the Development Commissioners' Conference. I am sure you will find that many of these practical problems arise out of one or the other of the basic issues that I have mentioned. It is, therefore, extremely necessary that at your level particularly these issues are seriously thought over and their implications worked out. In a conference of this nature where Ministers having both political and administrative experience have gathered it would be possible to resolve these difficulties. I am, therefore, confident that under the able guidance of Shri Dey, whose contribution to the success of Community Development and Panchayati Raj is the greatest, you will give a lead in this direction and help the Community Development Programme and Panchayati Raj progress on correct lines during the coming years.

12. I have great pleasure in inaugurating this Conference of State Ministers for Community Development and Panchayati Raj. Once again I thank you for having given me this opportunity for associating myself with this important Conference.

APPENDIX 3

SUMMARY OF THE SPEECH BY SHRI S. K. DEY, UNION MINISTER OF COMMUNITY DEVELOPMENT AND COOPERATION AT THE INAUGURAL SESSION OF THE CONFERENCE OF STATE MINISTERS OF COMMUNITY DEVELOPMENT AND PANCHAYATI RAJ AT HYDERABAD, JULY 17, 1961.

Shri Dey traced the history of the Annual Conferences of Development Commissioners, the first of which was held in May, 1952. The Annual Conferences grew to be an institution and the history of the C. D. Movement can be read in the proceedings of the Annual Conferences. The Ministry of Community Development, which was created at the Centre in 1956, had a direct connection with the Development Commissioners. To that extent the Development Commissioners and their organisation and the Central organisation formed one unit of administration. With the passage of time, the Minister observed, the terms of reference of the original programme had changed and new terms of reference had to be forged which the Development Commissioners in the States and the Central Ministry were themselves not equal to.

In this context, Shri Dey referred to the Team headed by Shri Balwantray Mehta appointed for studying the C.D. Programme. Based on the recommendations of the Study Team, a decision was taken at the Mt. Abu Conference in 1958 for implementing the system of Panchayati Raj. The Conference of M.L.As and M.Ps. held in Patancheru in 1959 had also played an important role in this regard. Shri Dey stated that six states have so far implemented the Panchayati Raj programme while others are planning to do so. He was sure that by the middle of the next year, in almost all the States the programme of Panchayati Raj will be operating. The Minister added that Hyderabad is the most suitable location for holding the conference as the Government of Andhra Pradesh has been implementing the Panchayati Raj programme for nearly two years, has grappled with the problems and has some vital experiences which could be of value to the other States.

Referring to the Annual Conference on Community Development which concluded two days earlier, Shri Dey stated that the most significant contribution of the Conference is the ten-point test that it has enunciated to evaluate the performance of the Panchayati Raj institutions. The most important of these tests is agricultural production. The Ministry of Food and Agriculture have a plan for supplying agricultural implements to the farmers. This programme as well as the programme of agricultural production are thus vitally linked with village industries. Panchayati Raj, which has been able to generate in the country a movement so that every institution at the lower level will tend to demand more powers and responsibilities which it would like to discharge with greater competence, would constitute another test. The Minister mentioned that the Conference will have to determine how the Government can help the Panchayati Raj institutions in answering the ten tests successfully so that the functioning of democracy from the Gram Sabha upward can rise upto progressively higher levels.

Shri Dey observed that the State Ministers of Community Development as well as Panchayati Raj have been invited to this conference deliberately. Panchayati Raj and Community Development have had necessarily to merge as the C. D. Programme hereafter has to be implemented through the Panchayati Raj institutions. He added that Panchayati Raj which the Government had brought into being in order to be used as a common instrument for implementation of all programmes of development, is a system of interconnected democracy.

With the introduction of Panchayati Raj, Shri Dey observed, the question of treating the block as a unit for planning and development, assumed added significance. Having set up statutory democratic institutions with a responsibility for the implementation of all development programmes at the block level, it would not be possible for the technical departments to function in the block areas independently of the Panchayati Raj institutions.

Referring to the need for ensuring the success of the Panchayati Raj institutions, Shri Dey stated that there are some people in the country who continue to put obstacles in the way of all progress. It, therefore, becomes necessary for the Government to have other institutions which can exert democratic pressure as deterrent to all such reactionary forces. For this purpose, Shri Dey observed, it would be necessary to have an institution at the State and the Central levels, which while not based on the party system, will represent the entire Panchayati Raj movement. The exact nature of such an institution, however, will have to be worked out. He emphasised that in the interest of the Panchayati Raj movement, it is very necessary to evolve a broad pattern on which national and State institutions should grow to give a national shape and initiative to the Panchayati Raj institutions at all levels.

Shri Dey mentioned the need for a proper definition of the role of the officials vis-a-vis the Panchayati Raj institutions. He mentioned that this subject has been discussed by the Development Commissioners also. He was not sure whether the Conference can take a decision on this subject, or whether it should be left to be decided in the course of time or whether a special study should be undertaken on the role of the district administration vis-a-vis Panchayati Raj in the present context of development.

The Minister also mentioned the question whether the Panchayati Raj institutions ought to be deemed merely as enlarged versions of the old Taluk Boards, Panchayat or District Boards looking after some minor affairs, or as units of local democratic Government. If these are to grow as local Government institutions, they will develop eventually into autonomous institutions with safeguards in the Constitution similar to those provided regarding the distribution of subjects between the Centre and the States. It may be necessary at a later date to elaborate and define this point of our Constitution more clearly, though an amendment, as such to the Constitution may not be necessary. The Minister also added that Panchayati Raj should not be confined to the village, Block and the district levels but should expand further and find an expression at least in the pattern of working at the State and the Central levels.

During the Development Commissioners' Conference, the representatives from the various States and the Union Territories have displayed a unity of approach which, the Minister stated, is of particular significance in the context of the question of national integration that is agitating our minds. With the opening of C. D. Blocks all over the country during the Third Plan period and the introduction of Panchayati Raj, the role the C. D. organisation and the Panchayati Raj institutions could play in this regard, also needs special consideration.

APPENDIX 4

SUMMARY OF THE CONCLUDING SPEECH BY SHRI S. K. DEY, UNION MINISTER OF COMMUNITY DEVELOPMENT AND CO-OPERATION, AT THE CONFERENCE OF THE STATE MINISTERS OF COMMUNITY DEVELOPMENT AND PANCHAYATI RAJ AT HYDERABAD ON JULY 18, 1961.

In his concluding speech, Shri Dey stated that it was necessary to have a conference of the Ministers immediately after the Annual Conference to take important decisions on vital issues, which in a democratic set-up, only the representatives of the people have to take. This conference, Shri Dey added, opens a new chapter for the Community Development Programme.

From his experience, the Minister stated, he could say that the Development Commissioners, during the past 8 to 9 years, have identified themselves with the Community Development Programme to the exclusion of all personal interests. He made a fervent plea for such devotion to be extended from the State to the village level.

The Parliament, Shri Dey added, has every time depended on the C. D. Ministry for representing the views of the rural people in the country. Shri Dey hoped that this conference would have laid the foundations for creating attornies for the village people of India who would help in proper organisation at the village, block and district levels, so that the voice of the village people could be heard at the Centre.

Shri Dey thanked all the Ministers for having participated in the deliberations in spite of their other preoccupations. He thanked the Government of Andhra Pradesh for having played the host so admirably.

APPENDIX 5

LIST OF STATE MINISTERS OF COMMUNITY DEVELOPMENT AND PANCHAYATI RAJ AND CHIEF COMMISSIONERS PRESENT AT THE MEETING.

1. Shri P. Ranga Reddi, Minister for Planning, Andhra Pradesh.

2. Shri F. A. Ahmed, Minister for Finance, Community Projects, Local Self Government Judicial, Legislative and Panchayats, Assam.

3. Shri Daroga Prasad Ray, Deputy Minister for C.D. & Panchayats, Bihar.

4. Shrimati Prabhabati Gupta, Parliamentary Secretary, C.D., Bihar.

5. Shri Jaswant Lal S. Shah, Dy. Minister for C.D., Gujarat.

6. Shri Asadulla Mir, Minister for Agriculture and Cooperation, Jammu and Kashmir.

7. Shri P.P. Ummar Koya, Minister for Local Admn., and Fisheries, Kerala.

8. Dr. K. N. Katju, Chief Minister, Madhya Pradesh.

9. Shri G. R. Anant, Minister of Panchayats, Madhya Pradesh.

10. Shri Sitaram Jajoo, Deputy Minister for Planning and Development, Madhya Pradesh.

11. Shri B. G. Ghade, Minister for Rural Development, Maharashtra.

12. Shri N. M. Tidke, Dy. Minister for Rural Development, Maharashtra.

13. Shri T. Subramanya, Minister for Development, Mysore.

14. Shri H. C. Linga Reddy, Dy. Minister for Planning and Development, Mysore.

15. Shri Bijoyananda Patnaik, Chief Minister, Orissa.

16. Shri Gurbanta Singh, Minister of C.D., Panchayats and Cooperation, Punjab.

17. Choudhry Dalbir Singh, Dy. Minister for Community Projects and Irrigation and Power, Punjab.

18. Shri Haribhau Upadhyaya, Minister of Panchayats, Rajasthan.

19. Shrimati Sucheta Kripalani, Minister of C.D., Uttar Pradesh.

20. Shri Ram Swarup Yadav, Dy.Minister, Local Self Govt., Uttar Pradesh.

21. Dr. R. Ahmed, Minister for C.D. and Extension Service, West Bengal.

22. Shri Iswar Das Jalan, Minister of L.S.G. and Panchayats, West Bengal.

23. Shri Chittaranjan Roy, Dy. Minister for Cooperation and Cottage and Small Scale Industries, West Bengal.

24. Shri J. M. Raina, Chief Commissioner, Manipur.

25. Shri M. Ramunny, Commissioner, Nagaland.

26. Shri G. S. Puri, Commissioner, N.E.F.A.

27. Shri S. K. Dutta, Chief Commissioner, Pondicherry.

28. Shri N. M. Patnaik, Chief Commissioner, Tripura.

APPENDIX 6

LIST OF SPECIAL INVITEES PRESENT

1. Shri B. Gopala Reddy, Union Minister of Works, Housing and Supply.
2. Dr. Panjabrao Deshmukh, Minister of Agriculture.
3. Shri C. M. Trivedi, Member, Planning Commission.
4. Dr. A. N. Khosla, Member Planning Commission.
5. Shri Shriman Narayan, Member, Planning Commission.
6. Shri Raghubir Sahai, M.P.
7. Shri Balwantray G. Mehta, M.P.
8. Shri A. Sahasrabudhe, All India Khadi and Village Industries Commission.
9. Shrimati Kamla Devi Chattopadhyay, Chairman, All India Handicrafts Board.

PART III

Agenda Item I—AGRICULTURAL PRODUCTION

Item I(1)—Seed Farms—

The programme for the use of improved seeds by farmers in the block areas has been discussed in all the last seven Annual Conferences of Development Commissioners. Various recommendations have emerged and some action has also been taken, but the results are not yet adequate. The programme briefly is to supply nucleus seed from the research stations to Block Seed Farms for multiplication and distribution, and its further multiplication by registered growers with the aim of saturating the whole area within a period of 3-4 years.

2. With this object in view, the Ministry of Food & Agriculture sanctioned, during the Second Five Year Plan, a scheme for setting up seed farms in each block. In the first two years, the progress was slow due to several reasons including difficulties in land acquisition. Some of these difficulties were later resolved and as a result of measures taken to liberalise central assistance, etc., the scheme showed steady progress and now about 4,000 farms have been set up. Though 90 per cent of these have gone into operation, yet only one third of the farms established have reached the stage of providing seed for multiplication by registered growers and it may take 2-3 years more before benefits begin to be realised on a significant scale. At present some of these farms are lacking in essential needs. Others have not been provided with trained farm managers. Further the quality control of improved seed is either absent or weak. And where quality control is lacking the seed fails to give the expected increase in yields, since its genetic purity is not maintained. Further correlation between the requirements of improved seeds of various crops grown in a block and production in seed farms has not been developed. The Indian Council of Agricultural Research in their publication entitled "Multiplication and distribution of improved seeds of improved varieties", circulated to all State Governments have given in detail how multiplication and distribution should be organised from the breeder stock to the saturation stage. The Ministry of Community Development & Cooperation had addressed a letter No. 1 (100)/ 60-Agr. dated November 4, 1960, to all State Governments requesting them to re-examine and ascertain whether (*a*) the area of the block seed multiplication farm is adequate to meet the requirements of improved seeds of most of the crops grown in the block and for which improved varieties are available; and (*b*) a systematic programme of multiplication of improved seeds with the help of registered growers, its procurement and distribution, has been initiated with a view to saturate the entire area of the block with improved seeds within a period of 3-4 years. Only six State Governments have so far replied, but even in their case the full details do not appear to have been worked out and applied in practice.

3. Recently the Ministry of Food & Agriculture in consultation with the Planning Commission, have suggested to the State Governments to set up bigger sized farms instead of 25 acre seed farm for each block. To meet the requirements of diversified agricultural programme, it is also suggested that horticultural and arboricultural nurseries be established on these farms wherever

possible. Such additional activities would make the running of these farms more economical and may also enable the posting of a qualified agricultural graduate, who would be of assistance in improving the working of these farms and ensuring the production of quality seeds and seedlings.

4. In view of the target of 150 million acres to be brought under improved seeds during the Third Plan, the following points need consideration:—

(*i*) Have the seed farms, so far established, been provided with the facilities required—e.g. seed store, thrashing floor, irrigation and necessary equipment? If not what measures are necessary to meet the situation?

(*ii*) Why has it not been possible to estimate the requirements of improved seeds of various crops grown in a block and relate them to the production of foundation seed at the block farm?

(*iii*) Has each of the States drawn up a list of improved varieties of seed suited to different tracts based on large scale demonstration carried out in the fields?

(*iv*) Whether the required quantity of nucleus seed of improved varieties recommended for propagation is available for multiplication at the block seed farm? If not, what steps are necessary to meet the situation?

(*v*) Whether the number of block farms so far established is adequate to meet the requirements of improved seeds? If so, what will be the time schedule to saturate the entire area?

(*vi*) Can the raising of horticultural and arboricultural nurseries be undertaken on the existing 25 acre seed farms? If not, what would be the optimum size of the farm if these activities are also to be undertaken besides multiplication of improved seeds?

(*vii*) What incentives are required to make the seed multiplication farms run on successful commercial lines?

(*viii*) Whether facilities exist for storing, proces ing and treating of quality seed?

(*ix*) What is the machinery in the Agriculture Department of States at present entrusted with the work of ensuring quality seed production? Has the staff responsible been given adequate training in production, distribution, storage and processing of seeds? If not, what measures are required in this behalf?

Item I(2)—Arrangements for Supply and Services—

It is repeatedly stressed that functions of supply and services should be performed by service cooperatives. These would not only increase the business of cooperatives, but would enable the extension staff to devote greater attention to technical and extension work. The Srinagar Conference had decided that the cooperatives should handle as many of the supply and service functions as possible. These items include fertilizers, improved seeds, plant protection equipment and pesticides, agricultural implements, building materials, etc. Various suggestions and recommendations in this behalf have already been made to the State Governments.

2. As a general policy all the State Governments have agreed to channelise agricultural supplies and services through the cooperatives. Yet much remains to be done. It is not enough for instance to give the apex marketing society a monopoly for distribution of fertilizers. Every service cooperative should become a distribution point for fertilizers.

3. During the Third Five Year Plan the success of agricultural production programme will depend to a large extent on the efficient arrangements made for supplies and services. The following points, therefore, need discussion:—

(*i*) What is the stage reached in each State for handling the supply and services functions by the cooperatives?

(*ii*) How long will it take to entrust the entire work of handling essential supplies like fertilizers, improve seeds, improved agricultural implements, plant protection equipment and pesticides, etc., to the cooperatives?

(*iii*) Has any time table been drawn up to entrust the supply and services functions to cooperatives?

(*iv*) What steps are being taken to ensure adequate coordination between the staff of the Department of Agriculture and Cooperative at the field level to ensure timely supplies in adequate quantities to farms?

(*v*) What arrangements are considered necessary for orienting the cooperative staff t.wards maintenace of quality in supplies.

(*vi*) Are there any other difficulties being experienced in this regard and how can they be solved?

Item I (3)—Utilisation of Irrigation Potential—

Experience during the first and the second Plans indicates certain aspects in which the implementation of the minor irrigation programme has remained weak. The following two factors have largely accounted for the lack of proper utilisation of irrigation potential: (*i*) delay in the construction of field channels (including roads and drainage crossings) and using the supplies available at the outlet; and (*ii*) delay in land preparation and other agricultural measures. These two operations depend very largely on local initiative and efforts and their proper organisation.

2. As regards construction and maintenance of field channels, all the State Governments have agreed to confer powers on Village Panchayats to enforce the customary obligations on the part of beneficiaries. If the latter fail to carry out the works in time, the Panchayats should carry them out and realise the cost. In the event of a village panchayat failing to carry out the work, the Government or on its behalf the Block Panchayat Samiti may arrange for their execution, the cost being recovered eventually from the beneficiaries. Necessary legislation in this regard, at present, exists only in Madras, Orissa, Punjab and Rajasthan. Madhya Pradesh issued an ordinance for this purpose in 1960 and the Bihar Panchayat Act, 1959 provides for construction of water courses and field channels as one of the compulsory duties of the Gram Panchayats. Bombay and Uttar Pradesh Irrigation Acts provide for the construction of field channels at the cost of the beneficiaries on receipt of a request from any of them. Uttar Pradesh is understood to be considering a

suitable amendment of the Canal Act to enable the State to take up construction even without any request from the beneficiaries. In Andhra Pradesh and Mysore necessary Irrigation Bills are being drafted. In Assam, the usual practice is that the cultivators construct the field channels themselves and no legislation exists. In Kerala, the proposal is under consideration.

3. As regards the transfer of responsibility for maintenance of minor irrigation works to Panchayats and other local organisations, all State Governments except Punjab are of the view that this responsibility should be gradually entrusted to the Panchayats. In Punjab the minor irrigation works are connected with the canal system/State tubewells and the work being of a technical nature cannot, in the opinion of the State Government, be transferred to Panchayats. According to the information available, necessary legislation concerning maintenance of minor irrigation works by Panchayats now exist in Assam, Bihar, Bombay, Jammu and Kashmir, Madras, Mysore and Rajasthan. Andhra Pradesh and Madhya Pradesh are also considering its introduction.

4. Introduction of irrigation in any area calls for a series of agricultural measures, including adoption of new crop patterns, land development, soil-and water conservation and other improved agricultural practices. It is important that agricultural extension personnel should concentrate on these measures, so that irrigation yields the requisite benefits. The methods to be adopted are well-known and the question is primarily one of advance planning and of giving continuous attention to the tasks mentioned above. To facilitate such advance planning, both before the introduction of irrigation and in the initial years of use of irrigation water, it may be ensured that the agricultural production Committees of the Zilla Parishad/District Development Committee and Panchayat Samitis/Block Development Committees at the District and Block levels should specially watch this work so as to match the construction of field channels with the construction of the canal system and plan other agricultural measures including the provision of supplies and services.

5. Preparation of land in particular involves various operations such as levelling, terracing, contour bunding, gully-plugging, drainage, and other soil conservation measures depending upon the nature of the land and the type of irrigation available. Necessary technical guidance in the selection of proper methods for the preparation of the land and financial credit on liberal terms are the prime needs of the farmers. As these measures may often be beyond the means and scope of activity of individual farmers, there is need for both advance planning and organised effort to evolve and implement schemes benefiting large numbers of persons jointly. All these measures also require mobilisation of local manpower through the panchayats/Panchayat Samitis to the maximum extent.

6. In the execution of the minor irrigation programme, it is necessary to ensure proper coordination of financial provisions for minor irrigation schemes under the Agriculture Department and that under C.D. The financial provisions under the two heads should be pooled at the Block level and utilised for the maximum benefits of the area concerned. As a rule, assistance to individuals for minor irrigation work should come from cooperative agencies, takavi loans, and the Agriculture Department; and works benefiting a large number of

persons jointly should be financed out of C.D. budget. This may be undertaken either by village panchayats or by cooperatives of beneficiaries. Such an approach would ensure the best possible utilisation of the financial outlay of Rs. 250 crores earmarked for Minor Irrigation under the Third Plan.

7. In view of these observations, the following points need discussion—

(*i*) What steps are to be taken for quicker and fuller utilisation of irrigation potential created under major, medium and minor irrigation works?

(*ii*) What are the difficulties in introducing legislation for fixing responsbility for construction and maintenance of field channels on beneficiaries, in the States where it has not been done so far? What is the experience of those States where legislation exists? Is the response from the beneficiaries/Panchayats generally satisfactory?

(*iii*) What measures are required to be taken to ensure that farmers appreciate fully the advantages of irrigated farming?

(*iv*) Do the State Governments consider that maintenance of minor irrigation works transferred to the Panchayats and other local organisations is satisfactory?

(*v*) Are the funds for minor irrigation properly pooled at the Block level? Have adequate steps been taken to ensure that C.D. funds are being sent on schemes of community benefit?

(*vi*) Have district and Block level Agricultural Production Committees been set up to facilitate planning of construction of field channels and development of irrigation potential?

Item I (4)—Local Manurial Resources—Green Manuring and Compost—

The question of exploitation and utilisation of the local manurial resources had been discussed at the sixth Annual Conference of Development Commissioners held at Mussoorie. The recommendation made was that for every acre of land which is not green manured, at least 4000 lbs. of cow dung compost should be applied annually. At present cow dung compost produced is not adequate even for one-third of the crop area.

2. The Srinagar Conference recommended that organic manures should be developed to the fullest possible extent and that green manuring be introduced in all lands under paddy, wheat, barley and sugarcane within a period of 3-4 years. To make the green manure seed easily available, it was suggested that its multiplication in the village should be taken up in the same manner as for the main crop. For this purpose selected green manure seeds were to be sold to the farmers in the form of 2 oz. packets at a nominal price. Farmers in their turn were to plant them on the periphery of the field and where peripheral sowing is not possible the seeds were to be raised by growing a few rows of the green manure in the field itself. Bulk plantation on waste lands was also recommended to be tried wherever possible through Panchayats, Yuvak Sangs, and other non-official agencies. Multiplication of green manure seed was included as one of the salient features of a village agricultural production plan. The Department of Agriculture was called upon to indicate the kinds of green manure crops that can be grown in different areas. As regards compost, it was decided that Panchayats should accept it as their responsibility to produce in each

village enough manure to enable the application of at least four cart-loads of compost per acre of cultivated land. The normal block staff has hitherto been responsible for this work.

3. In December, 1956, the Ministry of Food & Agriculture sanctioned a separate scheme for developing local manurial resources including intensification of green manuring practices. This scheme, apart from the contents of the programme, envisaged the appointment of one compost Inspector for each of the selected C.D. Blocks and some staff at the State Headquarters to plan and supervise this work. The Compost Inspectors selected from amongst the outstanding V.L.Ws. were further trained in the technique of development and utilisation of local manurial resources. These Compost Inspectors in their turn were required to train one or two village leaders from each village of the block in the technique of composting, so that large-scale drives may be under-taken for meeting the manurial requirements. Although the scheme was accepted by each State Government and Union Territory, yet it has not been implemented, as envisaged, in many States.

4. It is estimated that about 82 million tons of compost has been produced by the end of the Second Plan and about 22 million acres have been covered by green manuring. During the Third Plan the target agreed to is 150 million tons of rural compost and 61 million acres of green manuring. Therefore, much greater effort and organisation is required to achieve these targets.

5. The following points need discussion in this regard—

(*i*) Has a proper survey of the local manurial resources been done in each village according to the cultivated area, the number of compost pits in existence, and the number of compost pits required to produce all the manurial requirements; if not what steps should be taken in the immediate future to achieve the targets, so that a phased programme could be undertaken to meet the situation during the Third Five Year Plan?

(*ii*) What efforts are necessary to convince the farmers of the utility of using Compost or Green manure?

(*iii*) Has the production of night soil compost been taken up on a pilot basis and if so what experience has been gained for the purpose of formulating a larger and more expanded programme of development?

(*iv*) What are the difficulties in taking up night soil compost by the Panchayats having a population of 2,000 to 4,000, and what measures are necessary to utilise this available waste for production purposes?

(*v*) Have recommendations been made by the State Department of Agriculture to indicate particular green manure crops to be grown under existing conditions in each block and what steps are necessary to popularise green manuring on mass scale both in dry and wet areas? Have suitable arrangements been made for supply, multiplication and distribution of green manure seeds?

(*vi*) Can any time schedule be proposed for promoting and completing the various programmes?

Item I (5)—Improved Agricultural Implements—

In the Third Five Year Plan popularisation of improved agricultural implements has been given top-priority. Funds have also been provided for demonstration, distribution including outright sale and hire purchase, manufacture and repairs of agricultural implements. Detailed recommendations have been separately made to the State Governments to select a few improved agricultural implements of proven value for each area, which are to be kept with each of the V.L.Ws. and also at the Block Headquarters. These are to be fully demonstrated and a phased programme prepared for their wide distribution either on sale or hire purchase system. Simultaneously arrangements are to be made for their manufacture in adequate number in State Workshops, by individual manufacturers or by cooperatives. A difficulty so far experienced in this programme was the inadequate and untimely supply of iron and steel. This, to a great extent, has been solved by according 'core priority' to the supply of iron and steel required for agricultural purposes. This decision has been communicated to the State Governments and the State Directors of Agriculture were requested to estimate the quantity of iron and steel required by them and place indents with the Iron and Steel Controller. Some of the State Governments have, however, indicated that the situation has not so far improved in the matter.

2. The broad features of the programme for the adoption of improved agricultural implements proposed for the Third Plan may be briefly set out as follows:—

(*i*) Adequate supplies of iron and steel of the categories required for agricultural implements should be made available. Precise estimates for requirements should be prepared each year in advance based on the actual programme of production and distribution which it is proposed to carry out. Requirements for manufacture of implements should be estimated separately from those for repairs and maintenance. It will be an advantage to place the supplies of iron and steel for agricultural purposes at the disposal of the Agricultural Departments in the States.

(*ii*) The principal implements which should be recommended in each State for popularisation have been selected provisionally by groups of experts. The suggestions should be considered by States and a final selection should be made with a view to arranging for production, distribution etc.

(*iii*) Four regional research, testing and training centres for improved agricultural implements have been set up by the Indian Council of Agricultural Research as part of its programme in the Second Plan, and are to be transferred to the States in which they are situated. It is proposed to establish one research, testing and training centre in improved agricultural implements in every State. Research, testing and training centre should be free to undertake manufacture on a commercial scale to the extent necessary, but in the main, they could concentrate on the production of improved proto-types

and of implements which are not in the market and of components of special quality which may be used by other fabricators. As part of the intensive agricultural district programme, workshops are also being established in a number of districts.

(iv) According to their conditions suitable extension arrangements should be made by State Governments at the district and block levels for demonstrating and popularising improved agricultural implements. It would not be possible to set up such units at the block level in all the development blocks in the country. It would therefore be an advantage to consider the possibility of setting up a small number of units, say four, at the district level and attach them to the district agricultural officer. These units could move between development blocks, working in each block under the direction and guidance of the Agricultural Extension Officer and the Block Development Officer. The units could provide the necessary orientation to village level workers and village artisans and could demonstrate improved implements to the cultivators. At the block headquarters there should be a stock of implements readily available for demonstration and hire. These implements could be purchased from within the block budget and additional implements could be provided by the State Agricultural Department.

(v) Steps should be taken to strengthen the agricultural engineering section of State Agricultural Departments. The financial assistance extended to States for implementing the recommendations of the Report of the Agricultural Administration Committee will also be available for strengthening agricultural engineering personnel of the State Agricultural Departments at the State level and at the district level.

(vi) With due regard to the size of the programme to be undertaken each year, assured arrangements for credit for supplying improved implements should be made. Credit should be provided both through cooperative agencies and by way of taccavi loans. Plans for cooperative development drawn up so far do not provide sufficiently for credit for agricultural implements, and this aspect should receive special attention.

(vii) Agricultural workshops have been established at 25 extension training centres. It is proposed that all extension training centres should now be equipped with agricultural workshops for providing training facilities for village level workers, mechanics and artisans.

(viii) At the State level, there may be a committee or board, including representatives from amongst farmers and manufacturers and others, for assisting in drawing up production programmes and devising suitable arrangements for distribution and ensuring supplies of raw materials.

3. Taking into consideration the need to substantially step up programme of distribution and use of improved agricultural implements, the following points, among others, need discussion—

(*i*) Have at least a few improved agricultural implements of proven value been selected for each block for demonstration and popularisation among the farmers on a large scale; if not how much time is required for doing so, and what are the difficulties in the way?

(*ii*) What further steps are required to improve the supply and distribution of iron, steel and high carbon steel required for the manufacture of improved agricultural implements?

(*iii*) Do arrangements exist in each State for large-scale manufacture of the implements, which will be required during the Third Five Year Plan?

(*iv*) Have steps been taken to set up at least one State manufacturing workshop in each State?

(*v*) Are the State Governments equipped with necessary trained technical personnel (e.g., agricultural engineers) for this task?

(*vi*) Should targets be prescribed for the distribution of each of the implements recommended for popularisation and time schedules fixed for achieving them?

(*vii*) What arrangements exist, or are being made, at the district and block levels for demonstrating and popularising improved agricultural implements?

(*viii*) What steps are necessary to ensure provision of credit through cooperative agencies for agricultural implements?

(*ix*) What is the programme for opening agricultural workshops at the Extension Training Centres?

(*x*) Whet arrangements are suggested at the State level for drawing up production programmes and devising suitable measures for distribution and ensuring supplies of raw materials?

Item I (6)—Effective and Purposeful Demonstrations—

From the beginning of the Community Development movement, the laying out of effective and purposeful demonstrations in the field of agriculture has been emphasised. During the fifth Development Commissioners' Conference held at Nainital the following targets for carrying out demonstrations were agreed to:—

(*a*) three demonstrations per V.L.W. for each important crop for which improved seeds are available;

(*b*) three manurial demonstrations for each V.L.W. on important crops in the village; and

(*c*) one composite demonstration per village including improved seeds, fertilizers and improved tillage methods, but exclusive of the demonstrations on sugarcane.

This approach was further endorsed at the sixth Development Commissioners' Conference held at Mussoorie. It was then decided that it would be better to hold composite demonstrations on an entire holding or a farm plan demonstration in each village so as to establish the combined effect of improved seeds, fertilizers, better cultural methods, etc. It was also considered necessary that single factor demonstrations should not be repeated for more than two or three years in any one area. The subject has been discussed in the subsequent Annual Conferences also.

2. The State Governments have since then prescribed the number of demonstrations to be carried out by the V.L.Ws. and have also issued detailed instructions for their supervision by superior officers. The Central Institute of Study and Research on Community Development, Mussoorie, carried out 14 case studies on "Result Demonstrations" in the States of Uttar Pradesh, Punjab and Rajasthan. The case studies reveal extreme thinness of technical content, support, and guidance to the demonstration programme. 20 per cent of the demonstrations according to these studies were fictitious; about one-third of the demonstrations related to practices which had already been accepted by the farmers concerned; many demonstrations were laid on the fields of progressive and well to do farmers who had seen the result of such practices in the past; in some cases both the staff responsible for the demonstration and the people to be benefitted hardly new the exact item that was being demonstrated; in only one of the demonstrations was a relatively close approximation of net gain calculated; there was general neglect of technical supervision, follow-up, maintenance of records and so on.

3. Undoubtedly, these are case studies and their conclusions cannot be generalised. The findings must, however, be regarded as warnings. Other observations also confirm these findings that the quality of the demonstrations carried out leaves much to be desired. This calls for a thorough scrutiny of the methodology employed and actual demonstrations laid.

4. The following suggestions have been made by the Central Institute in this regard:—

(i) The programme for agricultural demonstrations should follow naturally as part of the effort to draw up village agricultural plans. As a result of the discussion of the plans at the Gram Sabha, the possibilities of the adoption of improved practices not yet accepted by the farmers will become apparent. The village production plan should therefore include as an integral part a tentative programme for demonstrations.

(ii) The programme for the propagation of improved practices may be consolidated for the block and discussed by a Committee consisting of the District officers, B.D.Os. and E.Os. together with, wherever necessary, representatives of the research section of the technical departments. The technical content of the programme, specific responsibilities of different District Officers, B.D.Os. and E.Os. for technical guidance, supervision and follow-up should be clearly defined at this meeting.

(iii) The district officers concerned should then consolidate the programme for the district and place it before the concerned Standing Committee of the Zilla Parishad or the District Development Committee. They should also make themselves responsible for reviewing progress from time to time before these bodies, and evaluating the programme at the end of each agricultural season.

(iv) To give a proper institutional frame for the continuing technical responsibility of District Officers in terms of the different parts of the Community Development programme, they might be made Additional Secretaries of the Standing Committees of the district bodies.

(v) The targets allotted at present to each V.L.W. is heavy, leading to routinisation of the demonstration programme. It will be one of the duties of the Committee envisaged under (ii) to fix realistic targets.

(vi) In order to ensure that planning of Village Production programme is on sound technical lines the District Agriculture Officer and other District technical officers concerned should prepare a plan for at least one village in each block together with a programme for agricultural demonstrations during a period of one year, when the Block Development Officer, the concerned extension officers and V.L.Ws. should be present.

(vii) Type schemes of agricultural demonstrations, arising out of the village production programmes, may be prepared by the District Officers as a guide for field workers.

(viii) One reason for the weakness of the demonstration programme might well be the shortcomings in the training of V. L. Ws. in this regard at Extension Training Centres. The training should cover not only the technical aspects but emphasise the purpose of the demonstrations as a means of communicating a new practice, or an idea to a group of people and, therefore, an educative process. The implementation of instructions in a routine manner as is being done at present is the very negation of this process. Ways and means of strengthening training in the Extension Training Centres may therefore be considered.

The following points are for discussion:—

(i) The Conference may consider the above recommendations and offer its views on them.

(ii) Has the Department of Agriculture prescribed the items of improvement to be demonstrated by the Extension staff in each block? Do these items consist of new improvements which have to be brought in or are they of a routine nature being carried out haphazardly?

(iii) What is the minimum number of demonstrations that a V.L.W. could successfully carry out in each crop season?

(iv) What procedure should be adopted to provide guidance to the V.L.Ws. for the technical soundness of the demonstrations and evaluating their results?

Item I (7)—Village Agricultural Production Plan—

Agricultural Production Plans should be prepared for each village. All the farmers of the village should participate in drawing up of the Production Plan. But the actual responsibility for preparation of the Plan will have to be devolved on a smaller group which can give an effective lead to the farmers. Village Panchayat should take this responsibility upon itself and create a special committee for this purpose. This Committee may be known as the Agricultural Production Committee and may consist of 10 to 12 members.

(*i*) The President of the Panchayat or the resident representative of the village panchayat and three other panches from that village.

(*ii*) Chairman of the Cooperatives.

(*iii*) Progressive Farmers, preferably Gram Sahayaks (Ten in number).

(*iv*) Senior School Teacher.

(*v*) Patwari/Karnam.

(*vi*) Secretary of the Panchayat.

Inclusion of the last three categories of personnel on the Committee may vary according to the conditions prevailing in each State. The President of the Panchayat may invariably be the Chairman of the Agricultural Production Committee.

Progressive farmers selected on the Committee should as far as possible represent different land-tenure interests. They should also be technically advanced farmers who are ready to work as a counsellors to small group of less-producing but willing-farmers and thereby share their technical knowledge and know-how of production per acre with the less-producing farmers.

The Chairman of the Committee will be its convener and draw up its programme of work. A record of the proceedings of the Committee will be maintained by him and kept in the village Panchayat office.

Having decided in the members of the Agricultural Production Committee the Panchayat will call for a general meeting of the Gram Sabha and organise a special enrolment ceremony which will accord public recognition to the participants. This ceremony will create village awareness of the Programme, widen the interests of people in the production activities and promote the growth of the Agricultural Production Committee itself.

Village Agricultural Production Programme—The first step which the Agricultural Production Cnmmittee will have to take, will be to collect basic agricultural data required for drawing up the Production Programme.

(*a*) *Collection of data*—It should strictly be confined to such items which are useful for production, details of which may be worked out by the village Production Committee. An Illustrative list of such data may, however, be prescribed for the guidance of Village Production Committee. The data may be collected from Gram Sevaks, Patwaris, farmers and other sources. This data should be ready sufficiently before the actual programme planning is taken up.

(*b*) *Working out of a Draft Plan*—On the basis of data so collected the Village Production Committee will work out a draft village production Plan. This may be prepared in consultation with the Technical Extension Officers particularly of Agriculture and Cooperation.

V.A.P.P. will have the following three fascets—

(*i*) Identification of items of production programme to be undertaken in the course of agricultural season;

(*ii*) Selection of an appropriate number of low producing cultivator from them who most actively desire to take part in the V.P.P.

(*iii*) Assignment of responsibility on each of the guide counsellors to assist his group farmers.

As regards the first, V.A.P.P. would consist of realistic recommendation formulated by the members of the A.P.C. to increase the agricultural production of the village. It will catalogue specific actions that the cultivators individually and in groups would take.

The items of work or improved practices included in V.A.P.P. will differ from village to village, depending on agricultural situation and competence of the guide counsellors. The following will, however, be some of the basic ingredients of the items of work selected—

1. These must be practicable and achieveable by all the village cultivators.
2. These should, as far as possible, be of short-term duration, so that their results are immediate and effective.
3. These should not involve any appreciable financial outlay or considerable dependence on outside materials which are difficult to secure.
4. These should concentrate on the use of local manpower and readily available resources.

Schemes to be incorporated in V.A.P.P. could be of the following three categories—

1. Community works.
2. Group works.
3. Individual operation works.

The second facet of V.A.P.P. would require the less producing but willing farmers to be put into small groups of few farmers and assigned to work with a specific guide counsellor or gram sahayak.

The third facet of V.A.P.P. will fix the responsibility of guide counsellors to assist their group of low producing cultivators in adoption of improved techniques of production agreed to by them and execution of other agricultural development works included in V.A.P.P., i.e., group works. As far as possible the responsibility on other members constituting the group should also be fixed.

It will also high-light the type of technical follow-up to be arranged and the quantum of supply and services to be arranged. It will be the responsibility of the leader of each group not only to see that the work is executed but also reported to the Panchayat.

The V.A.P.C. might have to hold one or two sittings to prepare the plan and fix the responsibility on individuals and groups of individuals—each presided over by a guide-counsellor. What the Cooperatives and Panchayats will do to help the cultivators should also be clearly defined.

All the above stages of work should be completed one month before the crop year. The exact time schedule will, however, vary from State to State in accordance with the crop season.

Having collected the basic data and framed the draft Production Plan, the Village Panchayat should call for a general meeting of the Goan/Gram Sabha to which all the heads of the families, particularly the cultivators should be invited. The data and the draft plan prepared by the Village Production Committee shall then be placed before the Gaon Sabha for discussion and finalisation. It is expected that the Sabha will discuss the data and draft plan in detail and suggest such changes as they may deem necessary.

Publicity of Plan—V.A.P.P. once prepared and formally approved by the Panchayat and Gram Sabha should be exhibited at prominent places in the village, preferably at the village chavdi, panchayat office, etc.

Once the Plan is decided and agreed to by the Goan Sabha, copies of it will be sent to the Panchayat Samithi/Union, and Village Level Worker, who will assist the Village Production Committee in its implementation.

Follow-up Work—The A.P.C. may entrust follow up of the specific items of work to guide-counsellers who in their turn should keep in touch with the share of contact-cultivators in the village. The guide-counsellor who undertakes to give guidance to a group of five other cultivators should visit their farms at times to help them bring about improvements in cultivation, fertilizing, planting, irrigation, etc. Each guide-counsellor should also demonstrate selected improved practices which in the opinion of the A.P.C. will have a direct impact on V.A.P.P. The guide-counsellor organising such demonstration would invite all his contact-cultivators for field observation and discussion of each step of the demonstration and persuade some of them to conduct a similar demonstration. At seasons of peak farm work, he may call his group for quick meeting on particular problem or techniques. The guide-counseller must also help their contact-cultivators to get their reasonable agreed requisition for supply services and credit in time and see that these orders are processed promptly and services, etc., made available in good time.

The V.P.C. may meet at least once a month to take stock of the situation and assess the progress made in implementation of V.A.P.P. It will also suggest such correctives as necessary and may also seek guidance of the B.D.O. or the Agricultural Extension Officer.

Action Part—Action points emerging out of the agreed Village Plan will have to be fixed at the Village, Block and District levels.

At the village level, the Chairman of the Village Production Committee will be responsible for the execution of the plan. He together with the Gram Sevak will hold the meetings of the individuals on whom the responsibility for implementation of the various items of work has been placed and whenever necessary contact them individually. Where they find that some of the individuals or groups of community consistently fail to execute the programmes as per the time schedule, the matter with the concurrence of the panchayat may be brought before the Gaon Sabha so that a popular pressure is applied against such lapses. As a rule Gaon Sabha should be summoned twice in a year to review the work done in the previous season and lay down the programme of work for the next season.

V.L.W. who will work as the Agricultural Adviser to the V.P.C. will attend the monthly meetings, participate in them and send brief reports to the Panchayat each month on the work being done, including the gains made. He will also send a brief report to the B.D.O. Through such reviews and evaluation, the tone of work could progressively improve and wherever inactivity is noted, it can be corrected by the intervention of panchayats and the Block Agency.

At the Block level the Agricultural Extension Officer will be responsible for supervision, guidance and departmental supplies necessary in the implementation of Village Production Plan. Further in view of the large quantum of work involved in implementation of Production Plan in all the villages of the Block, the Block Development Officer may on his discretion assign responsibility for general supervision of this work to other Extension Officers. The Block Development Officer with the help of his Extension Workers will also draw and execute education, demonstration and training programme in the villages with reference to the village Production Plan adopted by a village.

At the district level, the District Agricultural Officer should take upon himself the responsibility to approve and provide technical know-how regarding demonstration, education and training programmes worked out for the village by the B.D.O. He will also arrange for the necessary supply required from outside.

Phasing of the Programme—Formation of V.P.C. and preparations of V.A.P.P. by them should be taken up in all the villages of the blocks. On a universal basis this is not immediately possible. But a beginning in this direction must be made with a definite aim to have the operational plans ready for all the villages by 1962-63. The phasing should be permitted only with the view to allow creation of the necessary pre-requisites for the successful formation and implementation of the programme and also to enable the panchayats and Extension Agencies together experience for doing this work.

Since it will not be feasible for the Block technical staff to assist every panchayat to work out a village production programme, one village in each Gram Sevak circle may be selected by the B.D.C./B.P.C. to get the help of the entire group of this specialists in agriculture, cooperation, panchayat and the Block Development Officer in initiating it in production programme. This will ensure direct participation of the entire block technical staff in planning and providing

technical guidance and necessary experience to V.L.Ws. to develop suitable plans. The selected village for which a plan is prepared by the panchayat's A.P.C. with the help and guidance of the entire block staff would also serve as a medal to other villages in this work.

Provision of Incentives—In order to support the panchayats in building up the above programme, incentives in two directions will have to be provided. One is progressively higher training for Gram Sahayaks in institutions and through Bharat Darshan Tours, Seminars and the other is exchange of farmers from village to village within the block; block to block; within the district; the State; State to State within the Zone: and Zone to Zone within the country.

Enclosed is a paper produced by the Workshop held at Baroda.

VILLAGE AGRICULTURAL PRODUCTION PLAN

Agricultural Production Plans should be prepared for each village. All the farmers should participate in drawing up the Production Plan. But the actual responsibility for its preparation will have to be devolved on a smaller group which can give an effective lead to the farmers.

Agricultural Production Committee—Village Panchayat should take the responsibility of preparing an Agricultural Production Plan and create a special committee for the purpose. This Committee may be known as the Agricultural Production Committee and may consist of the following 10 to 12 members—

(*i*) The President of the Panchayat or the resident representative of the village panchayat and three other panches from that village.

(*ii*) Chairman of the cooperative.

(*iii*) Progressive Farmers, preferably Gram Sahayaks.

(*iv*) Senior School Teacher.

(*v*) Patwari/Karnam.

(*vi*) Secretary of the Panchayat.

The President of the Panchayat may invariably be the Chairman of the Committee.

Progressive farmers on the Committee should as far as possible represent different land-tenure interests. If there be a woman panch, she should be selected a member of the Committee.

The Chairman of the Committee will be its convenor and draw up its programme of work. A record of the proceedings will be maintained by him and kept in the village panchayat office.

Schedule for the preparation of the Plan—The following schedule is suggested for the preparation of the Village Production Programme—

1. Collection of basic data.
2. Drawing up of a draft plan.
3. Publication of the draft plan.
4. Meeting of Gaon Sabha to finalise the Plan.
5. Meeting of persons on whom specific operational responsibilities are fixed.

Collection of basic data—The first task of the Agricultural Production Committee will be to collect basic agricultural data. It will strictly be confined to such items which are useful for production, details of which may be worked out by the Village Production Committee. Assisted by Gram Sevak the Committee will collect the basic data. There is no need to undertake a special survey for this purpose. The Committee in consultation with the karnam and by conducting such village enquiries as may be necessary may collect the data. This work could be completed in one or two sittings of the Committee. The basic data collected should also reflect the outside assistance available to the village at the same level as of the previous years. This the Gram Sevak could furnish on the basis of his consultations with Extension Officers. The data should be ready sufficiently before programme planning is taken up.

Basic information required in the preparation of production Plan is given in Annexure I.

Drawing up of a draft plan—Having collected the basic data, the Village Production Committee should meet to prepare the draft plan. For this the Committee might have to hold one or two sittings. Before the draft plan is placed before the Gaon Sabha, it should be seen by the Agricultural Extension Officer. Other Extension Officers in the field of cooperation, etc. may also be consulted.

Publication of the draft plan—The draft plan when prepared should be publicised at some prominent place in the village preferably the village chavdi or the Panchayat office. This would give an opportunity to the farmers in general to consider the plan and work out alternative suggestions, if any.

Meeting of Gaon Sabha to finalise the plan—A week after the publication of the draft plan the meeting of the Gaon Sabha should be called by the panchayat. The draft plan will be placed before it by the Chairman of the Village Production Committee. The Gaon Sabha will discuss the draft plan in detail, modify it if necessary and finalise it. This meeting of the Gaon Sabha should be attended by the B.D.O. or the Agricultural Extension Officer.

Having agreed to items of work included in the Village Production Programme the Gaon Sabha shall break up the programme into the following three categories—

(*i*) Community Works.

(*ii*) Group Works.

(*iii*) Individual Works.

Gaon Sabha will then assign responsibility for execution of these works on selected individuals, groups of individuals and the Panchayat itself as the case may be. The individual or groups will ensure implementation of the plan to the Gaon Sabha.

Once the plan is decided and agreed to by the Gaon Sabha, copies of it will be sent to the Panchayat Samiti/Union, and the Gram Sevak who will assist the Village Production Committee in its implementation.

Meeting of persons on whom specific operational responsibilities are fixed—On any convenient day after the meeting of the Gaon Sabha, the Production Committee should meet and to this meeting the persons on whom the specific

responsibilities are fixed should be invited and further plan of work may be explained to them. This meeting will be called by the Chairman of the Village Production Committee.

All the above stages of work should be completed one month before the crop year. The exact time schedule will vary from state to State in accordance with their crop season.

Action at various levels—Action points emerging out of the agreed Village Plan will have to be fixed at the Village, Block and District levels.

The Village level—The Chairman of the Village Production Committee will be responsible for the execution of the plan. He together with the Gram Sevak will help the meetings of the individuals on whom the responsibility for implementation of the various items of work has been placed and whenever necessary contact them individually. Where they find that some of the individuals or groups of Community consistently fail to execute the programmes as per the time schedule, the matter with the concurrence of the Panchayat may be brought before the Gaon Sabha so that a popular pressure is applied against such lapses. As a rule Gaon Sabha should be summoned twice a year to review the work done in the previous season and lay down the programme of work for the next season.

The Block level—The Agricultural Extension Officer will be responsible for supervision, guidance and departmental supplies necessary in the implementation of Village Production Plan. Further in view of the large quantum of work involved in implementation of Production Plan in all the villages of the Block, the Block Development Officer may on his discretion assign responsibility for general supervision of work to other Extension Officers. The Block Development Officer with the help of his Extension Workers will also draw up and execute education, demonstration and training programmes with reference to the Village Production Plan adopted by a village.

The District level—The District Agricultural Officer should take upon himself the responsibility to approve and provide technical know-how regarding demonstration, education and training programmes worked out for the village by the Block Development Officer. He will also arrange for the necessary supplies required from outside.

Follow up of the Village Production Programme—The Agricultural Production Committee should be responsible for the follow up of the Village Production Programmes. In its turn, the Committee may assign follow up of specific items of work to individual members of the Commitee. The Committee may meet at least once a month to take stock of the situation and assess the progress made in implementation of the Village Production Programmes. It will also suggest such correctives as necessary and may also seek guidance of the B.D.O., or the Agricultural Extension Officer.

Phasing of the Programme—Preparation of Village Production Plans should be taken up in all the villages of the Blocks. Where, however, preparation of Village Production Plans on a universal basis is not immediately possible, it may be undertaken on a phased basis with a definite aim to have operational

plan ready for all the villages by 1962-63. The phasing in the above cases should be permitted only (with a view to allow creation of the necessary pre-requisites for the successful implementation of the programme and to enable the Panchayats and Extension Agencies to gather experience for doing this work.

Content of the Programme—The production plan should contain the following items—

(*i*) Manurial Programme and tree plantation.

(*ii*) Seed Multiplication.

(*iii*) Irrigation—utilisation of existing potential, construction of new works and maintenance of existing works.

(*iv*) Improved agricultural practices including dry farming practices, land reclamation and plant protection; and

(*v*) Improved agricultural implements.

Manurial Programme and Tree Plantation—This is the most important programme of self-aid. The best procedure for planning work on this item is to determine the total quantity of nanure required for all the crop. in the village. The manure can be obtained from green manure, compost, farm yard manure, human excreta and chemical fertilizers. The panchayat should determine the quantities of these already available. In respect of chemical manures it can *at best* assume the continued availability of the same quantity as in the previous years. Even this is subject to the difficulty that timely supply cannot always be guaranteed. The Panchayat should then formulate the plans for the production of the remaining requirements of manure. The entire refuse in the village including leaves, cattle refuse, and human excreta should be pressed into use for producing the manure. The Panchayat should plan the production of gre en leaf matter by individuals as well as on its own. It should also undertake the production within the village of green manure seeds.

Side by side, the Panchayat should plant fuel trees to minimise cow dung being burned, and established cow dung gas plants.

Seed Multiplication and Distribution—The production committee should determine the strains to be multiplied and the quantity of seeds to be made available to the farmers in a particular season. For producing this quantity of seed it must select a sufficient and suitable number of registered village seed growers for their responsibility to produce the given quantity of seed required by the cultivator in the village.

Irrigation—The Production Committee should plan for the entire work relating to maintenance of existing works. With regard to new minor irrigation works, it may plan on the basis that credit, etc. will be available at the same level as in the preceding years. There would be no point in its assuming that all its demands for credit would be met. As regards major irrigation, it should plan the utilisation of irrigation potential created. In the execution of these works Panchayat should ensure full utilisation of idle man-power. Specific Programme to clean existing ponds, dig new ponds or wells or dig and maintain water channels should be suggested.

Improved Agricultural Practices—Selected improved practices should be taken up for propagation. With regard to land reclamation and soil conservation the Panchayat should assume that only loans to the same extent as in previous years would be available under Taccavi. As regards cooperative credit, Production Committee should be guided by the estimate given by the society.

Improved Agricultural Implements—Use of a few improved agricultural implements which are found suitable to the area may be programmed for.

In addition to the five items mentioned above, the A.P.C. may also settle the lines of development, whereever the conditions exist, of vegetable and fruit cultivation, poultry, pisciculture dairying, and animal husbandry.

Duration the Plan—The Plan will have to take into account the various seasons of the year and crop planning can be done only for one full year. If the plan is framed for a period longer than a year, it would not be operational and it would become difficult to assess its results. In view of these factors, the plan to be framed should be framed for one year and split up into work to be done during the different seasons and crops.

There are some items like seed multiplication or tree planting where a longer perspective is necessary. In respect of these items a plan for a longer period may be prepared. But even here operational plans for the year should be framed based on which actual work for the year can be determined and carried out.

Proforma for the Plan—The Village Production Committee may draw up a proforma to assess the progress made in the implementation of the agreed programme. An illustrative proforma, which may be adopted with suitable modifications is given in Annexure II.

Role of Various Agencies

Formulation of Plans—

The Gram Sevak should ensure that the panchayats in their jurisdiction take action in time to ensure that the work relating to preparation of plans is completed in accordance with the time schedule laid down.

The information required for the preparation of the plan is to be collected from a number of sources. Wherever village officers exist they have the records relating to lands, land tenure and irrigation facilities. In States where such village officers do not exist records are maintained by other functionaries like the panchayat 'karam-chari'. The person, who has custody of these records should be required to attend the meetings of the panchayat or the Production Committee, when it is formulating the village production plans. The Gram Sevak will also give the information available with him to the panchayat or its Production Committee. The village cooperative should provide an estimate of the credit likely to be available to the villagers through the society during the year for which planning is to be done. It should also be possible for the cooperative to indicate supplies it will make available in regard to seeds and implements.

During the initial stages of the work the District Agricultural Officer will be responsible for giving necessary assistane and guidance to the Gram Sevak and the Agricultural Extension Officer in the methods of formulating the plans. This may, with advantage, be done by actually formulating a few village plans in the presence of the A.E.Os. and the Gram Sevaks. Since the A.E.O. or the B.D.O. cannot guide Gram Sevaks in all the villages, they should personally assist the panchayats concerned in a few villages in the block.

The over-all responsibility for ensuring that the time schedule is adhered to in all the villages within the block where plans are to be made should rest with the Panchayat/Panchayati Samiti or the Block Development Committee. The samiti or the committee should review the progress of work in this regard and suggest remedies for the defects found or answers for the difficulties raised. The samiti will also indicate the finances likely to be made available to each village from out of the panchayat samiti funds under the C.D. programme.

Implementation

(*a*) *Manurial programme*—

The items of work under this can broadly be classified into the following—

(*i*) Farm-yard manure;

(*ii*) Compost;

(*iii*) Green manure;

(*iv*) Night soil compost;

(*v*) Bones and blood;

(*vi*) Oil cakes;

(*vii*) Tank silt; and

(*viii*) Chemical fertilizers.

(*i*) *Farm-yard manure*—In discussing this item it is necessary once again to reiterate the approach to the manurial programme. The method of laying down the requirements for each crop acre, calculating the total requirements for the village on this basis and arriving at the shortage of manure is the best possible approach. After the deficiency is determined it will be for the Production Committee to allocate specific targets under each of the manurial items in order to make up the whole of the gap or such portion of it as can be achieved.

(*ii*) *Compost*—The panchayat will undertake responsibility for the selection of the site to serve as compost yard, for collecting refuse matter which is to be put into the compost pit as also for the production of further green leaf matter. In regard to both individual and community composting the responsibility for providing the technical guidance and assistance necessary to ensure that composting is done under the best possible scientific methods will be on the VLW and the Compost Inspector, or where no Compost Inspector exists on the A.E.O.

(*iii*) *Green manure*—The responsibility for determining the type of green manure or green leaf manure suitable for the crops in question and for being

grown in the area will be that of the A.E.O. After this is settled the V.L.Ws. and the Gram Sahayaks will undertake work relating to the propagation of the use of these green manures.

The responsibility for providing the initial requirements of seeds and cuttings for the multiplication of green manure will rest with the A.E.O., and the Gram Sevak. Wherever the cooperative is willing to do this, the seeds should be stocked in the cooperatives. The Panchayat should, wherever the demand exists, do the further multiplication of seeds either directly on public land or through the agency of selected farmers in the village. The aim should be to reach self-sufficiency in the matter of seeds and cuttings within two years.

(*iv*) *Night Soil*—The village panchayat should undertake the responsibility to create a night soil compost yard and it should be the responsibility of the panchayat to create the necessary climate for the use of night soil compost by the villagers.

(*v*) *Tank Silt*—The panchayat should select in consultation with the villagers the area over which the available tank silt should be applied during the year, as most of the village tanks are also being progressively vested in the village panchayats. It should also be possible for the panchayat to determine the tanks from which silt is to be cleared during the year.

It will, thus be seen that in respect of the manurial programme the very major portion of respnsibility rests with the panchayat and the village people and that the amount of external assistance necessary in this regard is restricted to technical guidance and advice and a few items like the supply of green manure seeds.

(*vi*) *Chemical fertilizers*—The Departmental officers should specify the type ond quantity of fertilizers suitable to the land. Wherever cooperetives exist the distribution should be entrusted only to them. However, it should be ensured that not only members but also non-members receive their equitable share of the fertilizers. To ensure this the individuals to whom the fertilizers should be made available and the quantity to be made available to each person (based upon the land cultivated by each individual) should be determined by the panchayat. The panchayat should also unertake responsibility for supervising the proper utilization and application of the fertilizer made available to the lands within the village.

(*b*) *Seed Multiplication and distribution*—

The responsibility for determining the strain of seed suitable for the village will be of the A.E.O. The Production Committee will have to be convinced about the recommendations of the A.E.O., with regard to the strains selected. The panchayat and the Production Committee will, thereafter, calculate the requirements of the village of secondary seed of the various strains. After this is determined the Production Committee should in consultation with the A.E.O., select registered seed growers to whom the responsibility for multiplication of the primary into secondary seed can be entrusted.

The responsibility for supplying the requisite primary seed to the selected registered seed farm growers will be that of the A.E.O., the District Agricultural Officer and/or the officer-in-charge of the State Seed Farm. While the crop is growing on the Village Seed Farm the Gram Sevak, and the Gram Sahayak should ensure that the crop is being grown according to the prescribed procedure and ensure that rouging, etc., are carried out as suggested by the Department of Agriculture. The gram sevak will be responsible for ensuring that after the seed is harvested it is properly dried, etc. He will carry out the necessary tests to determine the purity, germination, etc., of the secondary seed and in those States where the secondary seed is kept sealed, the sealing will be done in the presence of the gram sevak.

The storage of the seed so produced can be entrusted to (*i*) the registered seed farm growers themselves (*ii*) the farmers who are to use the seed, or (*iii*) the village cooperative. Whatever the agency the panchayat employees for such storage and distribution, it should determine the persons to whom such seed should be sold by the storage and distribution agency.

(c) *Irrigation*—

With regard to utilisation of potential created by major irrigation schemes it should be the responsibility of the panchayat to fix the alignment of field channels and for ensuring that the field channels are dug in time. The E.O. (Engg.) of the block and the staff of the P.W.D. and Irrigation Department should assist the panchayat in determining the alignment.

For the construction of new irrigation works the panchayat will determine the works that can be taken up with the funds available for such work in the village. It will be the responsibility of the E.O. (Engg.) to assist the panchayat in determining the expenditure, etc., connected with the construction of the work.

The Panchayat should take upon itself the entire responsibility connected with the performance of customary obligations with regard to the maintenance of irrigation sources. This would include the annual clearance of silt and weed from supply and drainage channels. The panchayat will also plan the work relating to the maintenance of minor irrigation sources within its jurisdiction.

(d) *Improved Agricultural Practices*—

Land reclamation to the extent possible with the use of local labour should be organised by the Production Committee. The entire responsibility for determining the drainage works should be that of the Production Committee in consultation with the Extension Officer-in-charge of engineering. The entire work should be entrusted to the community as a community effort.

As regards soil conservation the panchayat should undertake the responsibility for inducing the cultivators to agree to the carrying out of contour bunding work in their respective fields. The panchayat can also provide the labour required for carrying out these works. Responsibility at the official level will rest with the Extension Officer-in-charge of rural engineering and A.E.O. In areas where special staff exist for soil conservation work these officers should be responsible for assisting the panchayats in carrying out the work.

(e) Plant Protection Work—

Responsibility for reporting the outbreak of a pest attack should be that of the Production Committee and the gram sevak. Responsibility for determining the line of protection work will rest with the B.D.O., and the District Agricultural Officer. In respect of a sudden outbreak of an epidemic responsibility for the supply of equipment needed for fighting the disease will rest with the District Agricultural Officer and the block organisation. The panchayat will deternime the names of recipients of Plant Protection Equipment given on subsidizesd cost basis. The village cooperatives, wherever they exist, should stock the pesticides for sale. The panchayat should also undertake the work relating to the protection of crops against wild animals by community effort.

Evaluation

Once a month or oftener the Production Committee should assess the progress of various items of work.

After the crop season is over the Production Committee will report to the gram sabha through the panchayat the progress achieved in the implementation of the Village Production Plan. The gram sabha will review the progress with reference to the increase in production.

Whenever the gram sabha discusses the progress, the A.E.O., and the gram sevak, should be present.

The panchayat samiti will assess the work of the various panchayats within its jurisdiction in order to suggest the lines of improvement for work during the next year.

Miscellaneous

The responsibility of entrusting work to voluntary organisations, like the youth and women's bodies, should rest with the panchayats. The role of these agencies will have to be fixed with reference to the over-all responsibility of the panchayat for the implementation of the programme. Wherever such organisations have been functioning well, specific items of work under the village production plan may be entrusted by the village panchayat to them.

Training of officials and non-officials—

An adequate training programme should be undertaken at the State, District, Block and village levels. The programme should deal with the following items—

(*i*) Need for Agricultural Production Plan at the village level and its important contents;

(*ii*) The concept of the Village Production Plan;

(*iii*) Formulation of the plan;

(*iv*) Implementation and evaluation of the Plan; and

(*v*) The specific role of different agencies in the programme.

State and District levels

The training may, with advantage, be imparted in workshops organised at the State District, and Block levels. At the State level, the Joint Director of Agriculture (Extension) should arrange for the training of Deputy Directors of Agriculture, the Principals of the Extension Training Centres, and the District Agricultural Officers. Similarly, at the District level, the Deputy Director of Agriculture and the District Agricultural Officer should hold workshops for training the Block Development Officers, the Agricultural Extension Officers and District level Development Officers connected with the village Agricultural Production Plans. At the State and the District levels the Development Commissioners and the Collectors should finalise the programme for holding the workshops in consultation with the Department of Agriculture.

Block level—

At the Block level, the B.D.O. and the Agricultural Extension Officer should impart the necessary training to all the Block Extension Officers and the Village Level Workers. These training camps should not ordinarily exceed two days.

The subject of Village Agricultural Production Plans should be included as a subject in the syllabi for the training of B.D.Os. and other Extension functionaries.

Rural Broadcasts—

A series of broadcasts on the Village Agricultural Production Plans in the rural programmes of All-India Radio may be of considerable use in popularising these Plans. The State Governments should also prepare and circulate leaflets in regional languages containing detailed instructions regarding the Village Agricultural Production Plans.

For the training of non-officials, it would not be necessary to organise any special training programmes. The existing schemes like gram sahayak training camps, and the training of Sarpanches and Panchayat Secretaries could, with advantage, be utilised for imparting the necessary training to non-officials.

ANNEXURE I

Basic information required for the preparation of Village Production Plans

I. *General Information*—

(*i*) Number of farming families in the village .. ..

(*ii*) Total area of the village .. ..

(*iii*) Total cultivated area—cropwise ..

Serial No.	Name of crop	Area	Average yield per acre

N. B. Average yield to be ascertained by the Village Production Committee in consultation with the farmers (average yield of 3 years).

(*iv*) *Waste land that could be brought under cultivation*—

(*a*) Area under alkaline and saline lands requiring reclamation and drainage

(*b*) Area other than included in (*a*) that could be brought under cultivation

(*v*) *Area under irrigation*—

(*a*) Canals .. .. ..

(*b*) Wells—

With pumps .. .. ..

Without pumps .. ..

(*c*) Tanks .. .. ..

(*d*) Tubewells .. .. ..

(*e*) Other means .. .. ..

(*vi*) Sources of irrigation requiring renovation—field channels, wells, tanks

(*vii*) Area sown more than once ..

(*viii*) Unirrigated area .. ..

II. *Manures and Fertilizers*—

(*i*) Number of compost pits and quantity of compost produced .. ..

(*ii*) Total number of cattle and quantity of cattle dung available for composting

(*iii*) Area green manured (by crops grown and ploughed in situ) .. ..

(*iv*) Quantity of green manure seed locally available .. .. ..

(*v*) Present quantity of green leaf matter used as manure .. .. ..

(*vi*) Quantity of other manures and fertilizers used in the previous year—

(*a*) Nitrogenous .. .. ..

(*b*) Phosphatic .. .. ..

(*c*) Potassic .. .. ..

(*d*) Oil cakes .. .. ..

(*e*) Bone meal .. .. ..

(*f*) Fertilizer mixtures .. ..

(*g*) Others .. .. ..

III. *Improved Seeds*—

Serial No.	Name of the crop	Recommended variety	Area under recommended variety	Quantity of improved seed of recommended variety available locally

IV. *Improved Agricultural Practices*—

(*i*) Area under Japanese method of paddy cultivation .. .. ..

(*ii*) Area under mixed cropping ..

(*iii*) Area under line-sowing .. ..

(*iv*) Quantity of seeds treated ..

(*v*) Area where plant protection measures were taken .. .. ..

(*vi*) Area requiring—

(*a*) Contour bunding .. ..

(*b*) Field bunding .. ..

(*c*) Levelling .. .. ..

V. *Improved Agricultural Implements*—

Name and Number of improved agricultural implements in use in the village

(*a*)

(*b*)

(*c*)

VI. *Horticulture and Arboriculture*—

(*i*) Area under fruit trees .. ..

(*ii*) Area under vegetables .. ..

(*iii*) Area under village forests ..

VII. *Fish Culture*—

(*i*) Total number of tanks .. ..

(*ii*) Number of tanks rearing fish ..

(*iii*) Total quantity of fish produced ..

VIII. *Poultry*—

(*i*) Number of birds in the village—

(*a*) Desi .. ..

(*b*) Improved .. .. ..

IX. *Animal Husbandry*—

(*i*) Number of stud bulls in the village

(*ii*) Number of cows.. .. ..

(*iii*) Number of buffaloes .. ..

(*iv*) Location of key village and artificial insemination centre .. ..

(*v*) Area under fodders .. ..

X. *Credit*—

(*i*) Present quantum of credit available in the village through—

(*a*) Cooperatives .. .. ..

(*b*) Agricultural loans .. ..

(*c*) Block loans .. .. ..

(*d*) Taccavi loans .. .. ..

(*ii*) Number of farmers who are already members of the Service Cooperatives.

XI. *Miscellaneous*—

ANNEXURE II

Proforma for the Village Production Plan Year

Name of village................ Block............... District................. State...............

Serial No.	Item of work	Target agreed to	Name of the individual/ leader who will be resposible for implementation of this programme		Evaluation: Half-yearly achievement: 1st crop	2nd crop	Total
1	2	3	4	5	6	7	8
	A. *Manure*						
1	Green manuring						
2	Production of green manure seed						
3	Plantation of trees to provide green leaf matter						
4	Number of compost pits						
5	Quantity of compost to be produced ..						
6	Utilisation of oil soil						
7	Utilisation of oil cakes						
8	Use of bone meal						
	B. *Improved Seeds*						
1	Multiplication of foundation seed of crops for which improved seeds are available and its multiplication can be taken up at village level by regd. growers (A Class) in 1st year ..						

ANNEXURE II—*contd.*

1	2	3	4	5	6	7	8
	B. *Improved Seeds*—contd.						
2	Multiplication of the 1st year's produce of registered growers (A Class) by regd. growers (B Class) in the 2nd year..						
3	Distribution of improved seeds produced by registered growers (B Class) for general use ..						
	C. *Irrigation*						
1	Construction of field channels						
2	Repair of derelict wells						
3	Restoration and repairs of irrigation tanks ..						
4	Sinking of new wells						
5	Fixation of water lifts and pumps						
6	Digging of drainage channels						
7	Any other small irrigation scheme						
	D. *Improved Agricultural Practices*						
1	Japanese method of paddy cultivation ..						
2	Line sowing						
3	Double cropping						
4	Pre-treatment of seed						

5	Rat campaign						
6	Eradication of weeds						
7	Field bunding						
8	Levelling..						
9							
10							
11							
12							
13							
	E. *Improved Agricultural Implements*						
1	Use of mould bear 1 or other improved ploughs						
2	Use of seed drills						
3	Use of Harrow or Hoes						
4	Use of Thresher						
5	Use of Bund Former						
6	Use of Puddler						
7	Use of Dusters and sprayers						
8							
9							
10							

ANNEXURE II—*concld.*

1	2	3	4	5	6	7	8
	F. *Horticulture and Arboriculture*						
1	Fruit trees planted (No.)						
2	Raising of vegetables (Area)						
3	Afforestation done (Area)						
	G. *Fish Culture*						
1	No. of fingerlings put in the tank						
	H. *Poultry*						
1	No. of birds introduced						
	I. *Credit*						
1	No. of farmers enrolled as new members of Service Cooperatives						

AGENDA ITEM II(1)—COORDINATION OF GRAM EKAI WORK IN BLOCKS (KHADI & VILLAGE INDUSTRIES COMMISSION)

On the suggestion of the Prime Minister, the Commission decided to select and develop compact areas on Sarvodaya basis with a view to demonstrating to the country the scope and possibility for an all round economic development and provision of full time employment. He was of the view that the objective of full and gainful employment could be realised only if the law of 'Swadeshi Dharam' advocated by Gandhiji was accepted by the people. Accepting this suggestion, the Board undertook in 1954-55, what is known as '*Intensive Area Scheme*' which is a socio-economic experiment to explore possibilities of the development of khadi and village industries as an organic part of a programme for the overall development of the rural economy, with the principal object of realising full employment and self-sufficiency. Later, the Commission realised that such a programe of development would be beneficial only if Community effort was made as its basis. Special emphasis, therefore, came to be laid in the intensive areas on the education of the people with a view to creating in them a desire for and appreciation of, better standard of living and demonstrating to them what they could achieve by concerted efforts. The rich experience hitherto gained, has indicated that such an integrated development would not be possible without close coordination in the activities of various agencies that were at work and specially those of Community Development Blocks. The Commission's approach to their objectives has accordingly been modified while formulating the Third Five Year Plan Programme. It has been decided that the economic, social and agricultural development of the rural population should be planned in an integrated manner but on a decentralised basis so as to create self-reliant and self-regulated village communities which would plan for their economic development and also for meeting the basic needs of the community by undertaking a self-sufficient programme. It is also being emphasised that the unduly heavy dependence of the rural economy on agriculture should be reduced and the object should be secured by having agro-industries as the basis for a reorganised economy.

2. The Commission believes that in the villages covered by its intensive area scheme where development on the above lines, to some extent, has been achieved, integrated programmes for further development or an intensive programme of integrated development may be more easily undertaken. In some villages where the people may not be ready at once to shoulder the responsibilities incidental to integrated development, but agree to a gramsankalp, it may be possible to induce them to consume a certain given percentage of local production by utilising the locally available resources. Such a scheme will provide a basis for an extensive programme based on the development of khadi and village industries in which it may become possible to relate the total production to total consumption. It may also be undertaken with advantage in other compact areas such as Community Development Blocks and areas covered by Gramdan villages and/or Gramodaya Sanghas. Steps will have to be taken to raise progressively local consumption to the point of self-sufficiency in careful stages of planning, allowing for exports of only the surplus over the local consumption. Consequently, the extent of local consumption secured in a compact area can be made an index of the efficiency of operation of the extensive programme.

3. The work of the Commission which has been in progress for the last few years and also the future work, have to be reoriented in such a way that it should form an important and organic part of the integrated economic and social development programme of the rural communities, planned by the communities themselves. The Third Five Year Plan period would, therefore, largely constitute a transitional stage and the work of the Commission would broadly be divided into the following two parts—

(1) Ensuring the continuity of activities and of development schemes already started by former Board and subsequently continued by the Commission, and

(2) To reorient the work of existing schemes and plan all future development work according to the integrated development programme or 'NAYA MORH'

So far as the first part is concerned the Commission will take necessary steps for the continuation of all the activities which have been undertaken thr ough the State Boards, institutions and other agencies.

4. The existing patterns of financial assistance for the continuation of these activities will be continued but they may have to be progressively modified for gradually reorienting the work so that it can form a part of the integrated rural development. Of course, even under the continuation programme, some new units may also have to be developed upto a limited extent due to special considerations and after adequate study and surveys, if necessary.

5. The Commission has already distributed nearly three lakhs Ambar Charkhas during the period of the Second Five Year Plan. Some of them are working well, where as some are idle or are not being utilised fully. Special attention will, therefore, have to be paid during the Third Five Year Plan period to activise all the Ambar Charkhas already distributed and to ensure that they are fully utilised. Necessary facilities will be provided for this purpose.

6. Normally, fresh Ambar Charkhas will be distributed in the Gram Ekais only. But some of these new charkhas will also be distributed in other areas where it is found essential to do so on account of local demand. Such distribution, however, will be normally undertaken after carrying out necessary socio-economic surveys.

7. During this period it would also be necessary to devise and introduce technological improvements under the various schemes for ensuring that the wages earned by the workers should progressively reach the level of the local normal agricultural wages. This is most essential to enable these local agro-industries to have a lasting effect on the rural development. Of course, while devising and introducing the technological improvements it would be necessary to keep in mind the basic requirement that such improvement should not lead to exploitation of labour or lead to displacement of already employed population directly or indirectly.

8. The Commission has, therefore, decided that 3,000 centres of Gram Ekais, each of which will cover a group of villages having a population of not

more than, 5,000 will have to be organized on the basis of Integrated Development. The Commission at first proposed the following orgnisational targets for these primary centres during each year of the Third Plan period.

Year	Annual	Cumulative total
1961-62	400	400
1962-63	600	1,000
1963-64	600	1,600
1964-65	600	2,200
1965-66	800	3,000

9. It was further considered that the primary units, falling within an area of population of 60,000 to one lakh or contiguous with a block, will be integrated into Kshetra Ekai. The area of operation of this centre may approximately cover a Tehsil. A booklet has been published by the Commission giving broad indications of the Gram Ekai or the Integrated Development Programme of the Commission and how it is proposed to be implemented. (Gram "Ekai" Scope and Operation—1961).

10. The working of Gram Ekai Programme in Community Development Blocks was discussed between the Commission and the Community Development Ministry in their last quarterly meeting held on 1st of February 1961, when it was decided that of the total of 3,000 Gram Ekai Units envisaged by the Commission for the Third Plan period, about 1,000 would be taken up in Community Development Blocks as directly sponsored by the Block Extension agencies. Keeping this in view the Commission, while making a provisional allocation of 600 Gram Ekai units, for various States, for the first year of the Third Plan, *i.e.*, 1961-62, had earmarked another 250 units for this year, specially, for sponsoring by C. D. Blocks. It is hoped that the Community Development Ministry would probably make a beginning by starting one or two Ekais during 1961-62 into selected blocks and gradually increase the number of Ekais every year in those blocks, so that those blocks would be covered in full with ekais by the end of the Third Five Year Plan period. The State-wise break-up of both the 600 units and the 250 units for Community Development Blocks is given in the statement (Appendix).

The Gram Ekai Units in Community Development Blocks would be organised by way of reorientation of the existing village industries units. It may be possible to take up this programme in most of the 250 Community Development Blocks during 1961-62. Care has, however, to be taken, that the Gram Ekais stated are viable units. Of the 600 units allotted in general, a good number is again likely to be taken up in Community Development Blocks as sponsored by the constructive work institutions and other such organisations already operating there. The Block extension agencies particularly the Block Extension Officer (Industries) in such blocks will have to extend full cooperation and help to these institutions for the successful implementation of the Gram Ekai work.

11. As has been mentioned in the booklet 'GRAM EKAI' the Commission would provide financial assistance to the local institutions and sponsoring agencies to engage the services of a worker who will be termed as 'Gram Sahayak'. It is proposed to provide upto Rs. 150 P.M. towards his salary and contingency expenses. Duties of this worker are given on page 22 of the booklet. The Commission has also decided to finance the training of this worker.

12. In view of the comprehensive nature of his duties, it is considered advisable that he should be a well-qualified person and one who enjoys the confidence of the Local people. It will be advisable, as for as possible, if the worker is chosen by the people in the area themselves. Nevertheless, it is not obligatory that he should be only from the Ekai area.

13. Besides, it is also proposed to place at the disposal of the State Board and the Organisations the services of qualified workers of higher calibre to work as organisers or assistant organisers. It is proposed to provide at least two workers in the above category immediately to each State Board to assist them to educate the people, organize the Ekais, create institutions and help them to implement the programmes. Attention is invited to page 25 of the booklet which gives details regarding the qualifications and duties of the Organizer. Efforts are being made through the Community Development Ministry to procure, from various State Governments, the services of about 50 experienced Extension Officers (Industries) who had received training earlier in the Khadi and Village Industries programmes. The selected Extension Officers (Industries) should be given a reorientation training for a couple of months and then engaged as Assistant Organisers in the respective States. Arrangement for giving such a training had been made in Sewagram, Wardha.

14. State level committees for selection of Gram Ekais (mentioned at page 8 of the booklet) have been formed in the following States:

1. Kerala.
2. Madras.
3. Mysore.
4. Andhra.
5. Maharashtra.
6. Orissa.
7. Madhya Pradesh.
8. West Bengal.
9. Assam.
10. Bihar.
11. Uttar Pradesh.
12. Rajasthan.
13. Punjab.

The selection committees in the following States have met and formulated the programme and procedure for their working. In Mysore, Madras and Madhya Prade h States, Ekais have been already selected and approved. Reports have

been received from Kerala and Assam of selection of few Ekais. The Madras State, besides selecting a few stray Ekais, in the districts, has also proposed to cover completely 3 blocks with Ekais.

15. At the last meeting of the All India Khadi and Village Industries Board held on the 15th May, 1961, at Bangalore, it was decided to constitute a special committee to examine the working and advise the Commission from time to time on the NAYA MORH Programme. The Committee consists of the following ten members:

1. Shri Annasaheb Sahasrabudhe (Convener).
2. Shri Shankarao Deo.
3. Shri Jaiprakash Narain.
4. Shri V. Ramchandran.
5. Shri Naba Krishna Choudhary.
6. Shri Vallab Swamy.
7. Shri Jhaverbhai Patel.
8. Shri A. K. Karan.
9. Shri Dwaja Prasad Sahu.
10. Shri Pranlal S. Kapadia.

16. It is proposed that immediately the Ekai is selected by the selection Committee and approved by the Commission, a detailed survey of the area should be made. It is possible that the Planning and Development Department of the State through its block officers might have already made the survey and would have details available with them. If the details are not found adequate such additional information as is considered necessary may be gathered with the assistance of the block staff and the panchayat organisations.

17. It has already been made clear that notwithstanding the fact that the Commission proposes to develop these integrated Development Centres, the Commission could not take up all activities in the Ekai. They can only take up and finance activities relating to Khadi and Village Industries. It is for the other organisations which are engaged or interested in similar activities with regard to other aspects of rural development, to cooperate with the Commission and coordinate their activities so that the resources in men and material of all such organisations can be usefully and economically utilised and better work done in a shorter time than heretofore.

18. The agencies that are at work now are—

1. The Development Departments of State Governments.
2. The Planning Departments of State Governments.
3. The Khadi and Village Industries Commission.
4. The All India Handloom Board.
5. The All India Handicrafts Board.
6. The Small Scale Industries Board.

7. The Silk Board.
8. The Coir Board.
9. The Social Welfare Board.
10. The All India Central Council of Gosamwardhana.
11. The Bharat Sevak Samaj.
12. The Akhil Bharat Sarva Seva Sangh.
13. The All India Harijan Sevak Sangh.
14. The All India Adimjati Sevak Sangh.
15. The Gandhi National Memorial Fund.
16. The Kasturba National Memorial Trust.

19. In implementing this programme, the Commission has kept in mind the need for decentralisation of the activities. Therefore, it will act primarily through the State Boards at the State level. Likewise, it is the desire of the Commission that at the district, block and village levels, the State Board also should give due weight to the decentralised agencies, at those levels, viz., cooperative institutions, various registered voluntary agencies, the Zila Parishads, Block Panchayat Samitis and Panchayats and implement its programmes through them or with their cooperation.

20. It is necessary that there should be complete cooperation and understanding between the Community Development Ministry and the Commission if this programme has to be implemented successfully.

IMPLICATIONS OF IMPLEMENTATION OF GRAM EKAI

(MINISTRY OF COMMUNITY DEVELOPMENT & COOPERATION)

The Khadi and Village Industries Commission in their above note have stated the programme of Gram Ekai and the various steps to be taken for its successful implementation. In this connection, the following issues may be considered—

(*i*) Arrangement for proper coordination at the block, district and State levels.

(*ii*) Relation between the Gram Ekai body and the Block Panchayat Samiti.

(*iii*) Assistance required from the block agency by the Gram Ekai for survey, planning and drawing up a programme of rural development in the Gram Ekai area.

(*iv*) Ensuring adequate allotment of funds for the programme of rural development planned for the Gram Ekai, as the finances from the Khadi Commission would be available only for development of Khadi and Village Industries.

(*v*) Recruitment of staff for the Gram Ekais in a phased manner and arranging their training to cope up with the development programme.

(*vi*) Steps to be taken to ensure local consumption of products of khadi and village industries of Gram Ekai areas and to promote self-sufficiency.

(*vii*) Steps to be taken to minimize conflict with industries like rice huller, oil expeller, powerloom etc. which will hamper village industries promoted in the Gram Ekais.

(*viii*) Delegation of suitable powers to Block Panchayat Samitis and Gram Ekais to ensure speedy implementation of rural development programmes approved for the Ekais.

APPENDIX

Statewise allocation of Gram Ekais for the year 1961-62

Serial No.	State	No of Gram Ekais	Statewise allocation of 250 Gram Ekais in equal No. of C.D. Blocks	Total
1	Andhra	64	25	89
2	Assam	7	6	13
3	Bihar	70	32	102
4	Bombay	50	28	78
5	Kerala	14	16	30
6	Madras	61	26	87
7	Mysore	26	17	43
8	Orissa	15	14	29
9	Punjab	67	12	79
10	Rajasthan	38	17	55
11	Uttar Pradesh ..	122	35	157
12	West Bengal	28	10	38
13	Madhya Pradesh ..	24	12	36
14	Jammu & Kashmir ..	5	..	5
15	Delhi	6	..	6
16	Other Union Territories	3	..	3
	Total ..	600	250	850

Agenda Item II(2)—REVIEW OF PROGRESS, DIFFICULTIES IF ANY AND PROBLEMS IN IMPLEMENTATION OF THE INTEGRATED VILLAGE INDUSTRIES PROGRAMME

I. *Brief Review of Progress*—

(*a*) Two Committees (Misra Committee on Pilot Projects and Rajnath Committee on Artisans Training) were appointed to evaluate the programme of village and small scale industries. Most of the recommendations of these Committees have since been accepted by the State Governments and the rural industries programme re-oriented accordingly.

(*b*) Expenditure on industries from the schematic budget of Blocks has increased as follows—

1957-58	Rs. 80 lakhs
1958-59	Rs. 104 lakhs
1959-60	Rs. 171 lakhs
1960-61 (first three quarters)	Rs. 119 lakhs

(*c*) Fourteen out of 29 small and rural industrial estates in pilot projects and C. D. Blocks have since been completed, 8 are nearing completion, and four are under various stages of construction. Preliminary work is being done in respect of the rest.

(*d*) 132 Common facilities centres have been set up.

(*e*) 72 cluster type training centres have been started. During 1959-60 about 40,000 artisans were given basic training and about 11,000 have undergone refresher training.

(*f*) Improved tools and appliances worth about Rs. 11 lakhs have been distributed till December 1960.

(*g*) About 4,524 Industrial Cooperative Societies have been started in blocks with a membership of about 1,50,000.

(*h*) 2,060 Industries Extension Officers have been trained and posted to the blocks and nearly 500 are under training.

(*i*) Production of traditional khadi in the country went up from 7 million yards in 1950-51 to 48·3 million yards in 1959. Its impact on the block areas has been noted by the Reserve Bank of India in its recent Review of the Community Development Programme.

Owing to inadequacy of statistical and other relevant data, it is not possible to make a precise assessment of progress in terms of increase in production, employment etc.

II. *Present Programme*—

During the 3rd Plan period it will be possible to work out and implement a better integrated programme of village and small scale industries.

2. The State Governments have in their Third Plan proposed an outlay of about Rs. 24 crores for schemes under the small scale industries sector which have primarily a rural bias, such as rural industrial estates, common

facility workshops, cluster type training centres etc. A Statewise break up of the figures, as available so far, is given at Annexure I. These figures are exclusive of provisions for development of rural industries made in the schematic budget of C. D. Blocks, financial provisions made available for development of khadi and village industries, silk and coir industries. The provision of Rs. 7·5 crores proposed for credit to rural artisans under the State Aid to Industries Act is also not included in the statement.

3. The important items which have been accepted for each block and a group of blocks are as follows:

(a) *Block*—

(i) Supply of credit; Earmark a sum of Rs. 30,000 per block to be shared equally from the budget of the blocks and the State Departments of Industries.

(ii) Arrange supply of improved tools and equipment to artisans in each block. A Committee has been set up by the Small Scale Industries Board to make further recommendations in this regard.

(iii) Organise industrial cooperatives societies. (During a recent seminar held at New Delhi it was recommended that 10,000 new societies be organised in the Third Plan).

(iv) Arrange training to improve the skill of artisans through peripatetic parties.

(b) *Group of Blocks*—

(i) One common facility centre to be started for a group of ten blocks.

(ii) One Rural Industrial Estate to be set up per district or for a group of fifteen blocks.

(iii) One cluster type training centre to be started for artisans in every 15 blocks with a minimum of one per district to be located in a block.

The above schemes fall broadly into two categories—

(a) Those which can be formulated and implemented, at the village and the block level.

(b) Those which will need experienced and competent technical assistance from above.

4. The responsibility of the Panchayats, Panchayat Samitis, and Zila Parishads will be considerable with respect to the first category of the schemes. In respect of such schemes, it is suggested that the District Industries Officers may convene a meeting of Extension Officers (Industries) and help them to work out technically sound programmes on a phased basis and guide them in assisting the panchayat institutions/sub-committees to implement them. Besides providing technical assistance to local artisans to increase production and their income, it would be necessary for the block and industries officers to explain to the respective panchayat bodies the principal programmes to be undertaken and in consultation with them select such schemes for implementation which are found acceptable. Wherever higher technical guidance is required, it should be made available from the Directorate of Industries or the Small Industries Service Institutes as the case may be.

5. In respect of the second category of schemes which relate to composite programmes like Rural Industrial Estates, etc., the burden will mainly rest with the Development Commissioners, and Directors of Industries, particularly the latter and their field organisations which will formulate or help in the formulation of technically sound schemes. In addition to providing administrative and financial approval for such schemes, they will have to organise an adequate machinery, if one does not exist at present for ensuring different requirements of the programme. Previous experience has shown that much of the work in this field had remained undone due to the absence of co-ordinated and simultaneous planning. There have been instances where some of the Industrial Estates could not come into operation due to difficulties in land acquisition, supply of power, water, etc., or due to belated allotment of sheds to prospective entrepreneurs. Unless these matters are simultaneously attended to in future,these programmes will continue to lag behind.

III. *Difficulties and Problems in Implementation*--

The more important difficulties confronting the successful implementation of the rural industries programme are well known. By and large these have been considered in the past and several recommendations have also been made, but difficulties and deficiencies in implementation continue and hence they are reiterated. During the last few years, there has been demand for more finance both as loans and grants. The full allotments available under the schematic budget were also not made available by many of the State Governments due to want of financial resources. State Industries Departments and State Khadi Boards in many States have not broken down the plan for development of rural industries on a blockwise basis and also funds are not channelised through the block agency. The block, by and large, has not been treated as the unit of planning, administration and execution of rural industries schemes. Industrial Cooperatives have been finding it difficult to get finances from banks, including cooperative banks. Societies do not have trained managers or secretaries. As against 3,200 blocks today, trained industries Extension Officers are in position in only about 2,000 blocks. In some States the shortage is very acute. In many blocks where Industries Extension Officers are in position, their services are not fully utilised by the Industries Departments and State Khadi Boards. The Block Development Officers, have not got a full picture of the industries programme. There appears to be need for a special training programme for concerned officers at all levels. Supply of essential raw materials continues to be difficult. Technical training programmes have also been inadequate. No proper block and district surveys have been conducted and integrated and coordinated development plans have not been drawn up for execution. Marketing of products of rural industries continues to be a problem mainly due to competition from the organised sector. In many States, there is need for more effective coordination between the State Industries Department, the State Khadi Board and the Block agency. There has also not been adequate delegation of powers at the block level.

IV. *Role of Development Commissioners and Director of Industries*—

The role of the Development Commissioner in regard to development of rural industries is that of a coordinator, but the responsibility for overall planning, guidance and implementation of the programme is principally on the

Director of Industries. The Director of Industries has to ensure the fullest cooperation and help from Small Industries Service Institutes, various boards and other agencies engaged in the development of industries. However, the Development Commissioner will also have to ensure that administrative and other delays are reduced to the minimum. The Development Commissioner can also keep a general watch to ensure that the directive of 50 per cent of the outlay going to the rural areas is adhered to. It is, therefore, imperative that a constant review of planning and implementation of this programme is undertaken by the Development Commissioner at all stages.

V. *Points for consideration*—

1. What steps have been taken to ensure allocation of sufficient funds at least 50 per cent of the total provision for small industries for expenditure in rural areas?

2. Whether adequate financial provisions have been made in the States Third Plan for—

(*a*) Rural Industrial Estates,

(*b*) Common Facility Centres/Rural Workshops,

(*c*) Cluster type training centres,

(*d*) Rural Electrification,

(*e*) Supply of improved tools to artisans,

(*f*) Appointment of trained Extension Officers (Industries) in all the blocks.

3. Whether any time schedules have been worked out to undertake periodical surveys regarding existing industrial conditions and possibilities of candidate industries in rural areas with a view to draw up an integrated industrial development plan for each Block which would fit in with the District plan for industrial development?

4. Whether necessary steps have been taken to draw up a phased programme for implementation of the Co-ordinated programme referred to above?

5. Whether sufficient funds have been earmarked for grant of loans to rural artisans in addition to the funds provided under the schematic budget?

6. What special arrangements are being considered to improve the flow of finances to industrial cooperatives and to bring more artisans within the cooperative fold?

7. What steps are being taken to organise training programmes for both officials and non-officials?

8. There is a substantial programme of rural electrification in the Third Plan. What steps are being taken to start small industries in all such villages and areas?

9. What steps are being taken to secure adequate coordination between the programme of different Boards and agencies particularly at the district and block levels?

10. Whether steps are being taken to give adequate publicity to the programme by holding seminars and through publication of booklets etc.?

11. What measures should be taken to improve concurrent planning of the different components of the programme and coordination between the Development Commissioner and the Director of Industries?

12. What other steps are considered necessary for the successful implementation of the Third Plan coordinated programme for rural industrialisation?

ANNEXURE I

Rural Industrialisation under the Third Plan for Small Scale Industry Sector—State Proposals

(Rupees in Lakhs)

Serial No.	States	Small and rural Industrial Estates	Common Facility Workshops	Cluster type and other Trg. Centres	Rural Workshops	Other schemes for rural areas	Industrial cooperatives	Total
1	Andhra Pradesh*	65·40	—C	25·00	24·25	103·00	10·00	227·65
2	Assam	10·00*	1·50*	20·52	N.A.	25·00	N.A.	57·02
3	Bihar*	55·00	..	92·00	22·00	50·50	27·00	246·50
4	Gujarat	N.A.	N.A.	31·13	8·90	13·25	38·51	91·79
5	Jammu and Kashmir ..	36·00	N.A.	S	27·24	9·00	N.A.	72·24
6	Kerala	62·50	..	N.A.	15·00	15·00	36·60	129·10
7	Madhya Pradesh†	40·00	..	35·94	52·00	4·33	21·83	154·10
8	Madras	30·00	N.A.	N.A.	100·00	3·00	123·00	256·00
9	Maharashtra	N.A.	N.A.	N.A.	N.A.	81·28	147·19	228·47
10	Mysore	60·00	40·00	25·00	..	..	7·90	132·90
11	Orissa	71·00	5·00	20·00	N.A.	N.A.	10·00	106·00
12	Punjab†	80·00*	65·00	42·00	..	4·38	83·00	274·38

13	Rajasthan	10·00*	15·00*	15·00	N.A.	N.A.	4·50	44·50
14	Uttar Pradesh†	72·00	3·02	190·00	..	46·63	..	311·65
15	West Bengal	40·00	N.A.	4·09	N.A.	9·00	N.A.	53·09
	Total ..	631·90	129·52	500·68	249·39	364·37	509·53	2385·39

*Figures are approximate; 'S' Provided by Education Department; 'R' Out of this Rs. 25 lakhs specially for Rural Industrial Cooperative Societies.

NOTE—These figures do not include salaries of Industries Extension Officers and the expected provision of credit for blocks amounting to about Rs. 7·50 crores.

†Figures for these States reflect the final III Plan provisons.

AGENDA ITEM III(1)—PROGRESS OF PANCHAYATI RAJ

A printed booklet "A Digest on Panchayati Raj" containing information as on 1st June, 1961, will be circulated at the Conference. This booklet indicates, in brief, up-to-date position with regard to implementation of Panchayati Raj programme, essential features of the system, main functions, powers and resources of the local bodies and other relevant data in different States.

Six States, namely, Rajasthan, Andhra Pradesh, Assam, Madras, Mysore and Orissa have already implemented Panchayati Raj. Punjab which held elections to Panchayats in 1960 is taking necessary steps to inaugurate Panchayati Raj all over the State by October, 1961. Madhya Pradesh and Uttar Pradesh have enacted the necessary legislation. In Bihar, a Bill has been introduced in the State Legislature. Maharashtra and Gujarat are drafting the legislation and the Bills are expected to be introduced in the next Session.

Of the remaining States *viz.*, Jammu & Kashmir, West Bengal and Kerala, Panchayats are being set up as part of phased programme in West Bengal and action is being taken to implement the new Panchayat Act.

AGENDA ITEM III(2)—ACID TESTS OF PANCHAYATI RAJ

Panchayati Raj is an inter-connected pattern of democracy, the people of India governing themselves through their representatives in institutions from the Gram Sabha to the Lok Sabha. Panchayati Raj institutions are growing up rapidly throughout the country, as dynamic forms of local government, springing from old roots, but with new vitality and purpose, signifying fundamental changes both in the structure of administration and in the pattern of rural development. They are intended to strengthen the base of our Democratic Constitution, to place the Community Development Movement firmly in the hands of the people's representatives at different levels, and to help each area to achieve intensive and continuous development in the interests of the entire community.

Against this background it is necessary to enunciate clearly identifiable tests by which every tier in the system of Panchayati Raj can be judged in regard to its performance. These will be of help to the workers in measuring the success of Panchayati Raj in relation to its primary objectives. The following "ten acid tests" have accordingly been formulated :—

1. Production in agriculture as the highest national priority during the Third Plan.
2. Promotion of rural industries.
3. Development of cooperative institutions.
4. Development of local resources including the utilisation of man-power.
5. Optimum utilisation of resources available to Panchayati Raj institutions such as money, staff, technical assistance and other facilities from higher levels.
6. Assistance to the economically weaker sections of the community.
7. Progressive dispersal of authority and initiative, both vertically and horizontally, with special emphasis on the role of voluntary organisations.

8. Progressive increase in competence both in officials and non-officials.
9. Understanding and harmony between the people's representatives and the people's servants through comprehensive training and education and a clear demarcation of duties and responsibilities.
10. Cohesion and cooperative self-help in the community.

They are dealt with in greater detail in the following pages. The Conference may consider, in the light of experience and the action taken by State Governments, the further action points in respect of each of these tests and formulate a common line of approach in this regard.

1. *Production in Agriculture as the Highest National Priority during the Third Plan.*

In the Third Plan, the tasks to be accomplished in the fields of agriculture are of formidable dimension. Agricultural production has to be raised by about 30 per cent, and large programmes of minor irrigation, utilisation of irrigation from both large and small irrigation schemes, soil conservation and dry farming, application of fertilisers and development of local manurial resources have to be carried out in the blocks. Increase in agricultural production can only be achieved with the most intensive effort at the village level. In the measure in which progress is achieved in mobilising the village community for increasing production; every other problem in the rural areas becomes easier of solution and more intensive development can be undertaken in other directions, specially rural industry and the provision of social services.

2. The programme for increasing agricultural production falls under (*a*) investment programmes dependent on outside resources and (*b*) self-aid programmes. The anticipated increase in production is about 50% of the target in both cases. The principal means for involving all cultivators in the village in the agricultural effort and mobilising effectively the resources of the local community is the village production plan. The success of Panchayati Raj institutions would thus lie in their capacity to work out and execute village agricultural production plans through organised efforts both of individual and groups of farmers. The panchayat should not only ensure proper formulation and implementation of village production plans, but should also link them with technical assistance, credit and other financial facilities available from the higher tiers. It should more specifically assure the best utilisation of local resources and mobilisation of village man-power for building up agricultural and irrigational assets. A special obligation rests on the Panchayat to help the economically weaker sections : in the long run this will be possible only through more productive agriculture, a diversified economy, visualising not only mixed farming but also the introduction of other items like development of fisheries, poultry, animal husbandry, etc. and a larger range of other non-agricultural occupations in the village.

3. At the block and district level, the Panchayati Raj institutions will have to coordinate the working of different agencies—both governmental and non-governmental, ensure an integrated plan of action, guide the panchayats with technical assistance and assist them in building up suitable supply and service lines.

4. In the light of their experience the Development Commissioners may suggest :

(i) How best Panchayati Raj institutions could further improve planning and implementation of agricultural plans ?

(ii) What measures are necessary to establish village production plans as the normal method of work in agricultural development ?

(iii) How can Panchayati Raj institutions best secure the maximum mobilisation of the entire community for increasing production? What is the existing procedure and how best can it be improved?

(iv) How should coordination be secured between cooperatives, panchayats and associate organisations like Gram Sahayaks ?

(v) What incentives, if any, should be provided to the different Panchayati Raj institutions, Gram Sahayaks, etc., so that they may take an active interest in production programmes and ensure their proper implementation ?

2. *Promotion of Rural Industries.*

A more productive agricultural economy and industrial development are both necessary to solve the main weaknesses of the present village economy. The farming community needs agricultural implements and other tools of production as also various articles for their daily consumption. A simultaneous growth of small industries is thus necessary in the villages to meet these requirements. These are also required to provide alternative avenues of employment. It is thus imperative that in addition to agriculture, the Panchayati Raj institutions must pay attention to the industries programme.

2. In this context industries programmes would be of two types : (a) those which can be formulated and implemented at the village and block level; and (b) those which will need funds, technical assistance and agencies for execution from higher levels. While Panchayats/Panchayat Samitis should initiate programmes falling under the first category, the latter will have to be worked out by the Zila Parishads and Panchayat Samitis with the direct assistance and supervision of the State Industries Department. The points for consideration are :—

(1) What should be role of different Panchayati Raj institutions in regard to rural industries programme ?

(2) How should the cooperatives be linked up with the promotion of the rural industries programme ?

(3) What incentives, if any, are to be provided in this respect and to whom ?

3. *Development of Cooperative Institutions.*

Both for securing increased agricultural production and for promotion of rural industries the Panchayati Raj institutions will have to lean a great deal on cooperative organisations. For providing credit and supplies for the programme of agricultural production reliance will have to be placed on the service cooperatives. The programme for cooperation in the Third Five Year Plan

envisages a three-fold increase in agricultural Credit through Cooperative agencies. For promotion of rural industries separate functional cooperatives for artisans will have to be promoted and supported.

2. The following concrete steps will have to be taken by Panchayati Raj institutions with regard to cooperatives :

(*i*) Promotion and strengthening of service cooperatives and industrial cooperatives.

(*ii*) Education and propaganda for cooperatives in order to bring all farmers within the service cooperatives.

(*iii*) Coordination with the service cooperatives in preparing the village production plans.

(*iv*) Helping the service cooperatives to prepare individual farm plans for its members by making available to them the services of extension officers.

(*v*) Linking of credit with production and marketing.

3. The success of Panchayati Raj institutions with regard to cooperative organisations may be judged on the basis of the following broad tests :

(*i*) The coverage of villages by cooperatives.

(*ii*) The coverage of rural families by cooperatives.

(*iii*) The total volume of credit given by cooperatives.

(*iv*) The position with regard to recoveries and overdues.

(*v*) The supplies and services made available by cooperatives.

(*vi*) The volume of produce marketed through cooperatives.

(*vii*) The volume of produce processed through cooperatives.

(*viii*) The extent to which artisans are organised into cooperation.

(*ix*) The extent of cooperative education and propaganda undertaken in the area.

4. The Development Commissioners may suggest—

(*i*) The exact manner in which the service cooperatives can be associated in the preparation of village production plans.

(*ii*) The manner in which the Panchayat and the extension officers can help the service cooperatives in preparing individual farm plans.

(*iii*) Whether a village production committee with the managing committee of the service cooperative and the Panchayat should be constituted for the purpose ?

4. *Development of Local Resources, including the Utilisation of Local Manpower.*

Self-help and self-reliance among individuals and communities are the very essence of Community Development which is the principal aim of Panchayati Raj. Right from the beginning stress was laid in the C.D. Programme on development of local resources. Public participation amounted to Rs. 28 crores in the First Plan and nearly Rs. 80 crores in the Second Plan. The Working Group on Panchayats set up by the Ministry in 1958 also gave serious thought to this problem. The subject has been discussed more than once at the L.S.G. Conferences. In the Third Plan, almost all the State Governments have made

provision to help Panchayats to build up community assets. Development of local physical resources is also being promoted through self-aid programmes of production. In States where Panchayati Raj has been introduced there is even greater stress on community effort and such projects as village afforestation, soil conservation, drainage etc.

2. In the Third Plan mobilisation of local manpower would be an important responsibility of Panchayati Raj institutions. The Plan also contemplates that the unemployment problem in each State should be broken down by Districts and Blocks and, to the greatest extent possible, it should be tackled at local level in terms of local responsibility through the effective and coordinated implementation of development programmes relating to agriculture, irrigation, power, village and small industries, communications and social services. This subject has been dealt with partly under Agenda item No. 9. In this connection, the Conference may consider whether State Governments can issue suitable guide lines to the District, Zila Parishads, Block Panchayat Samitis, etc. in tackling the problems of unemployment and in organising suitable labour cooperatives or task force of trained workers or groups of beneficiaries, etc. which may be utilised for meeting the problem and building up of local resources.

3. As regards other local resources, three important programmes may be mentioned: (*a*) utilisation of irrigation water, (*b*) soil conservation and (*c*) production and distribution of approved seeds. These have been dealt with under the respective agenda items.

4. The Conference may consider how Panchayati Raj institutions can be strengthened to ensure development of local resources and mobilisation of local manpower.

5. *Optimum Utilisation of Resources available to Panchayati Raj Institutions such as Money, Staff, Technical Assistance and other Facilities from Higher Levels.*

Resources in staff, money, technical assistance, etc. being limited, it is of the utmost importance that Panchayati Raj should make the best use of them, and produce optimum results. Optimum utilisation is, however, the result of many factors which have been dealt with partly under other items.

2. Given the requisite competence, harmony, and understanding among officials and non-officials and continuous technical and administrative supervision by the official agency and collective appreciation and an integrated periodical review of the situation in the field by the Samiti and Zila Parishad, optimum utilisation can be achieved if the following administrative requirements are fulfilled: (*a*) Block is developed as the unit of planning and developmnet; (*b*) supplies and services are adequate and timely; (*c*) the 'integrity' of the Extension agency is maintained ; and (*d*) there is adequate control over funds.

3. The Conference may consider what progress has been made towards achieving these objectives, what the difficulties are and how Panchayati Raj Institutions can play their role in realising optimum utilisation.

6. *Assistance to the Economically Weaker Sections of the Village Community.*

Panchayati Raj is the means. Community Development is the end. Community Development is "Sarvodaya". It must promote the economic growth and social development of all sections of the community. Panchayati Raj institutions have a social responsibility to ensure a fair deal to all more especially the economically Weaker Sections of the community. This could be achieved in two ways. (*a*) by promoting special programmes of rapid improvement in their economic conditions ; and (*b*) by providing for them adequate and effective representation in Panchayati Raj institutions.

2. In this connection the L.S.G. (Panchayats) Conference held at Bangalore in November 1960 made three important recommendations: (*a*) Panchayat Samitis should, where necessary, have a Sub-Committee to look after programmes for the Weaker Sections ; (*b*) a certain percentage of Panchayat Samiti Funds should be earmarked for specific programmes for the welfare and development of the Weaker Section; (*c*) a Study Group should be set up to study the problems of the Weaker Sections of the community with special reference to the content of the C.D. programme meant for them and the role of Panchayati Raj institutions in promoting their welfare.

3 .Some States have already taken action to constitute special Sub-Committees of Panchayat Samitis to look after such programmes. The need for earmarking sufficient funds and resources for specific programmes meant for the benefit of the Weaker Sections is also generally recognised. It is, however, not known whether any specific action has been taken in this regard by the States.

4. A Study Group on Weaker Sections of the Community headed by Shri Jayaprakash Narayan has been appointed and is expected to submit its report by the end of July, 1961.

5. As recommended by the Srinagar Conference instructions have been issued that cooperative farms in which the majority of members belong to Weaker Sections should be given preference in terms of assistance from Block funds.

6. The Conference may consider how far Panchayati Raj institutions are playing an effective role in promoting the welfare of the Weaker Sections of the Community and what further steps can be taken in this direction.

7. *Progressive Dispersal of Authority and Initiative, with Special Emphasis in the Role of Voluntary Organisations.*

Panchayati Raj implies maximum decentralisation of power and authority and their exercise under democratic control at the Panchayat and higher levels. This process requires that the Gram Sabha should be built up as the base of democracy and that the Panchayat should be enabled to shoulder progressively increasing responsibilities, thus leading to continuous "suction" of authority and further decentralisation of power at all the higher levels.

Such 'vertical' decentralisation can take place only if it is balanced with and supported by 'horizontal' decentralisation or dispersal. Each statutory

Panchayati Raj institution must, through a process of delegation and sharing of power and responsibility, progressively promote and pass on initiative to associate and voluntary organisations. The more that latter take up direct responsibility on behalf of the people, the more the competence of the statutory bodies will increase for assuming greater responsibilities, thereby compelling further decentralisation from above.

2. Panchayati Raj will thus be judged by (*a*) the extent of 'vertical' decentralisation of power, (*b*) the statutory recognition of Gram Sabha as the base of the new development structure, (*c*) the number of associate and voluntary organisations that have grown at the village level, their higher formations and responsibilities assumed by them and how far the process of dispersal of authority and initiative has been strengthened.

3. Generally speaking, functions and responsibilities of Zila Parishad, Panchayat Samiti and Panchayats have been clearly laid down in all Acts and rules. Where elections to higher bodies are indirect, an organic link between the three-tier has been forged; where there is a combination of direct and indirect elections, vertical 'dispersal' of power is further ensured.

Practically all legislations provide for setting up of functional Sub-Committees at the Panchayat, Panchayat Samiti and Zila Parishad levels. The Conference of All-India Voluntary Organisation held in April, 1961 made useful recommendations as to the manner in which local voluntary organisations could work in close collaboration with Panchayati Raj institutions and share the responsibility and burden of the latter.

4. The Conference may indicate in the light of actual experience and action taken by State Governments the further action points and formulate a common line of approach for ensuring the fulfilment of the requirements of this "test".

8. *Understanding and Harmony between the Peoples' Representatives and the People's Servants through Comprehensive Training and Education and a Clear Demarcation of Duties and Responsibilities.*

Understanding and harmony between non-officials and officials working in Panchayati Raj institutions is essential for the success of Panchayati Raj. Both have to know their respective jobs and roles and be properly oriented in outlook and approach to their new responsibilities. The adequacy of training in terms of field requirements thus assumes importance.

2. In addition to training, mass education in democracy is equally important, for the efficient working of the Gram Sabha, thereby influencing to the good the relationships higher up. The Conference of All-India Voluntary Organisations held in April 1961 recommended that campaigns, conferences, fairs, melas, etc. as well as various audio-visual media like films. flash cards, folk music, etc. should be utilised for educating the masses in the process of democracy and that voluntary organisations are eminently fitted to undertake this task. It will be for State Governments to decide in consultation with Voluntary Agencies how best campaigns for educating the masses in the process of democracy can be usefully conducted by the latter.

3. More than formal education and training, harmonious relationships are developed through healthy conventions which must be consciously built up in the day-to-day working of Panchayati Raj institutions. It must be regarded as an important aspect of the work of the Collector to assist the democratic bodies and the public services in developing the right conventions in day-to-day work and in administrative relations based on recognition of their distinctive roles in fulfilling common objectives.

4. It is therefore fundamental that there should be a clear definition and demarcation of duties of officials at all levels, both administrative and technical, line of command, relationship with elected bodies as well as powers and functions of elected bodies and their *inter se* relationship. This subject was discussed at great length at the last L.S.G. (Panchayat) Conference in November, 1960. Most of the States which have implemented Panchayati Raj have issued rules, instructions etc., defining the responsibilities of Heads of Departments, District Technical Officers and Extension Officers on the one side and the administrative hierarchy on the other and laying down clearly the relationship between the officials and the elected bodies.

The heads of departments must transmit to Zila Parishads and Panchayat Samitis the best guidance and experience available in each field, assist them in every way in fulfilling the onerous responsibilities with Panchayati Raj has placed on the elected bodies and their members and in particular ensure that the technical officers at the District and other levels play their part fully in planning, in giving technical content and support to the programme, and in implementing the programmes in the field thereby safeguarding and promoting the extension functions of the Extension Agency. Similarly District Technical Officers should make their advice and assistance available both to Extension Officers at the Block level and to the Panchayat Samitis and ensure adequate technical content to all the programmes.

At the Block level, the B.D.O./Vikas Adhikari should provide the necessary coordination to ensure the efficient functioning of E.Os. as a team and their active assistance, to Samitis in terms of formulation of schemes, impartial execution according to rules, and efficient organisation of supplies and services. The technical soundness of the Block Plan to which they should particularly contribute is of crucial importance.

The Collector has a vital role to play. Whether he is a member of the Zila Parishad, or its Chairman or outside the three tier system, he occupies a pivotal position in ensuring coordination at the district level between the technical officers and the Zila Parishad; efficient supervision by the former of Extension Officers at the Block level and close contact with the Panchayat Samiti; overall supervision of work in the district; and availability to Panchayati Raj institutions of continuous technical advice and guidance from the Heads of Departments.

Similarly representatives of the people must appreciate the opportunity provided by Panchayati Raj for new avenues of service. To be meaningful Panchayati Raj should result in a net addition to administrative resources

available for development. Such increased efficiency would flow from a recognition of the distinct role assigned to the technical and administrative services and the need to maintain the intergrity of this structure to get maximum results in terms of their services, experience and knowledge.

5. The Conference may consider, in the light of experience, the further points for action in regard to adequacy of job and orientation training, outlook and approaches, understanding of roles, development of safeguards, healthy conventions, demarcation of duties and the role of Voluntary Agencies and suggest a common line of approach in these matters.

9. *Progressive Increase of Competence Both in Officials and Non-officials.*

Test 8 should form the essential foundation on which competence both in officials and non-officials can be built up. A clear definition and demarcation of duties of officials and non-officials alone is not enough. These should not only be specifically laid down but must also be enforced through proper supervision and guidance.

2. Adequate supervision is thus essential for a progressive increase in competence. There is need for a system of continuous technical and administrative supervision by the official agency and collective appreciation and review of work in the field by the Panchayati Raj institutions. The Conference may consider the proposals made in this regard in the Ministry of Community Development and Cooperation's Circular letter No. 4 (21)/61-Panch, dated 7-6-1961 (copy enclosed).

3. The Conference may like to suggest further steps to ensure progressive increase in the competence of both officials and non-officials.

No. 4 (21)/61-Panch.

GOVERNMENT OF INDIA

MINISTRY OF COMMUNITY DEVELOPMENT AND COOPERATION

(DEPARTMENT OF COMMUNITY DEVELOPMENT)

Krishi Bhavan, New Delhi, June 7, 1961.

From

Shri S. Chakravarti, Additional Secretary to the Govt. of India.

To

All Development Commissioners/Secretaries, Local Self Government Department of all State Governments and Union Territories.

SUBJECT—*Administrative and Technical Supervision and Review of Progress in Panchayati Raj.*

Sir,

The problems of coordination and supervision particularly at the level of executive action assumed new dimensions under the C.D. Programme, with the creation of the Block as the common agency for development and the distinctive lines of responsibilities laid down for administrative and technical control. The impact of Panchayati Raj on these problems has been even more significant. Since, Panchayati Raj is an inter-connected pattern of democracy,

the role and functions at each level have necessarily to be clearly defined and working arrangements between the democratic bodies and the official agencies have not only to be explicitly laid down by executive instructions but must also be enforced through proper supervision, guidance and control from above. This letter deals with the latter aspect which is one of the most crucial of the requirements for the success of Panchayati Raj.

2. Under the Panchayati Raj system, services of officials at the various levels have either been made available to, or placed at the disposal of, elected bodies. Experience, so far, in the working of Panchayati Raj institutions in some areas has shown that some technical officers, have not reacted too favourably to the new system, and feel somewhat deprived of power and authority, resulting in a tendency on their part to be chary of giving advice and suggestions to these bodies. There are also signs of poor technical support to programmes, laxity in execution and deterioration in inter-departmental coordination. Panchayati Raj to be meaningful, must bring about both an intensification of effort in the field of development and closer coordination between various official agencies and between officials and non-officials. Indeed, it should result in a net addition to administrative resources available for development through the optimum use of the staff, both administrative and technical. These objectives can be achieved to a large extent only by an adequate emphasis on the need for a regular system of administrative inspections by the Commissioner, Collector, S.D.O. and guidance by District Technical Officers and periodical review of these reports by the Zilla Parishads. It is only thus that collective appreciation and an integrated review of the total situation in the field can be made by the Zilla Parishads and Panchayat Samitis in collaboration with the officers concerned.

3. The role of the district level technical officers is now fairly well understood. They are squarely accountable to the Zilla Parishads for the efficient operation of the programmes in their respective fields. These officers have now behind them, as never before, peoples' institutions to help and guide them and to share their worries, difficulties and problems. With better public support and increased resources at their disposal they have now far greater opportunities to demonstrate their competence in terms of actual results. Some States are considering a proposal to make them secretaries of the concerned functional sub-committees of Zilla Parishads. In Andhra Pradesh clear instructions prescribing the duties and functions of District level Technical Officers vis-a-vis the Zilla Parishad and Panchayat Samiti have been issued. The VIth L.S.G. Conference also made useful recommendations in regard to the role, functions and duties of administrative and technical officers at the District and Block level vis-a vis the elected bodies. Whatever the variations in this regard, central responsibility of the technical officers for planning and supervision to ensure adequate technical support to programme must be enforced as part of a three-pronged drive to improve the tempo and quality of the programme.

4. The collector and other administrative officers have also a vital role to play. Whether the Collector is a member of the Zilla Parishad or its Chairman or outside the three-tier system, he continues to occupy a pivotal position in regard to systematic coordination among development departments and

supervision of work in the district. It would be his responsibility to ensure the smooth and efficient working of the entire official machinery in the district by a regular system of inspections of an administrative nature by himself and by the lower echelons.

5. It will be necessary to submit regularly to the Zilla Parishad the supervision reports of Technical Officers and the inspection reports of administrative officers, so as to enable a purposive review by the Zilla Parishad of the entire development programme and the role played by the official hierarchy. A similar procedure may with advantage be followed at the Block level, the review of the programme by the Panchayat Samiti being also placed before the Zilla Parishad.

6. The following steps are therefore suggested :

(*a*) Systematic and planned tours by District level technical officers to ensure the technical soundness of the programme under execution and for giving on-the-spot guidance to Extension Officers.

(*b*) The Collector should be responsible for ensuring that technical supervision by District Level Technical Officers is done on schedule and adequately, and that Technical Officers place their reports before the Zilla Parishad for review.

(*c*) A system of regular inspections of an administrative nature, by Collector, S.D.O., District Panchayat Officer, B.D.O. and P.E.O.

(*d*) Forwarding of inspection reports of administrative officers and similar reports and periodical reviews by District level officers regularly to Zila Parishad and the review of these by the latter.

(*e*) Review of progress of work of the immediately lower bodies by the higher body.

(*f*) Submission by the Collector to the State Government of an objective quarterly report of the progress of the entire development programme in the field and the part played by each Department.

It should be the Collector's responsibility to see that the several tasks indicated above are carried out according to a time schedule to be fixed and that Panchayati Raj institutions are fully assisted by their administrative and technical counterparts on the basis of systematic administrative inspection and technical supervision.

7. In States where the Zila Parishad has executive functions, it is all the more necessary to lay on a detailed procedure on the above lines for administrative inspection, technical supervision and review of the progress of work by the Zila Parishad.

8. At the State/Union Territories level, it should be the duty of Heads of Departments to transmit to Zila Parishads and Panchayat Samitis the best guidance and experience available in each field, assist them in every way in fulfilling the onerous responsibilities which Panchayati Raj has placed on the elected bodies and their members, and in particular ensure that the Technical

Officers at the District and other levels play their part fully in planning, in giving technical content and support to the programmes, and in implementing programmes in the field.

9. It is requested that, if State Governments have no objection, suitable instructions in the matter may be issued to all concerned and the necessary attitudes and approaches inculcated through Seminars, Conferences, guidance and inspections by Heads of Departments and Development Commissioners etc. We shall be grateful if we are kept informed of the action taken and the experiences, so that these may continue to be pooled for the benefit of all States in India.

Yours faithfully,
(Sd.) S. CHAKRAVARTI
Additional Secretary to the Government of India

10. *Cohesion and Cooperative Self-help in the Community.*

Community Development is the end. Panchayati Raj is the means. Economic growth particularly of the weaker sections, social justice and equal political rights to all sections of the community are the inherent postulates of Panchayati Raj. The question of a fair deal to the weaker sections of the community has been dealt with under item 6. For the Punchayati Raj institutions to be representative of all interests and sections of the community, women, Scheduled Castes and Scheduled Tribes must be given adequate representation. Similarly the right of associate and voluntary organisation to be represented in their own right on the statutory bodies or to start with on their functional committees must be fully accepted.

2. One of the conclusions of the survey conducted by the Indian Institute of Public Opinion to evaluate the results of the village panchayat elections held in Punjab is that occupation, religion and age have seemingly no impact on the character of popular support for Panchayati Raj. This is significant.

3. The State Governments of Rajasthan and Punjab have taken positive steps to promote consensus and unanimity in elections by offering community prizes and other inducements. There has been constant emphasis on the role of the Gram Sabha which if alert and active, can curb tendencies towards factionalism, groupism, etc. The Ministry has also been emphasising the desirability of political parties keeping themselves aloof from elections to Panchayati Raj institutions.

4. The policy of constituting smaller rather than bigger panchayats consistent with viability has also helped to foster fellow feeling and a spirit of mutual help and common endeavour among the people. A special study is being made of big-sized Panchayats set up in some States.

5. In Rajasthan, some of the Panchayats organised public opinion and successfully put down many pernicious social customs. The presence of representatives of Scheuled Castes and Scheduled Tribes on the Panchayats, some holding the office of Sarpanches /Up-Sarpanches should help in that process.

6. It is claimed that the system of proportional representation in the Punjab has assured a better deal to the Weaker Sections than the ward system would have done. The idea of reservations psychologically militates against cohesion. The entire adult population voting for candidates of their choice creates an altogether different atmosphere.

7. It is expected that the working of Panchayati Raj should progressively engender a spirit of cooperative self-help in the community. More programmes involving community/group effort and coordination between Panchayat and Cooperative are being encouraged. In the preparation and execution of Village Production Plans individual families and groups have necessarily to think together and cooperate. The essence of community development is that the movement should always be a peoples movement, based on self-help and self-reliance. The initiative for this should come from the members of the Panchayats, Panchayat Samitis and Zilla Parishads who should constantly strive to build up an institutional structure, particularly the cooperative, through which the programmes could be accepted and implemented by all families. In other words, the basic problem is how best to encourage a sense of social responsibility which is the essence of cooperative self-help.

8. The Conference may like to review in the light of actual working of Panchayati Raj institutions how far cohesion and cooperative self-help are being promoted and what further steps can be taken by these institutions in this regard.

Agenda Item III(3)—GRAM SABHA—THE BASE OF PANCHAYATI RAJ

The Working Group on Panchayats in its Report of 1959, laid special emphasis on the need for building up the Gram Sabha. "In a sense, an element of direct democracy should operate in local self-government at the Panchayat level. To ensure this, a suitable procedure should be devised which would require fairly frequent meetings so that they do not become mere rituals and lay down the subjects which must be placed before the Gram Sabha, e.g. the Budget Progress Reports, the Agricultural Plan for the village, etc. It should be ensured that the Gram Sabhas fully undertstand such procedure and its importance and are able to make full use of the procedure.This would create in the mind of each individual in the Gram Sabha a feeling of participation in the important decisions of the village and strengthen the hands of the Panchayats which have more responsibility for the progress, development and welfare of the village community". The Fifth and the Sixth meetings of the Central Council on Local Self-Government reiterated the importance of making the Gram Sabha a statutorily constituted body.

2. Gram Sabha as a legal entity is statutorily recognised in the States of Assam, Bihar, Mahrashtra, Gujarat, Jammu & Kashmir, Madhya Pradesh, Orissa (Palli Sabha), Punjab, Uttar Pradesh, West Bengal, Delhi and Himachal Pradesh. In Mysore and Rajasthan a meeting of all adult residents of the village is provided in which the statement of accounts, the report on the administration for the preceding year and the programme of work proposed for the year following, are to be read out. In Andhra Pradesh the question of constituting the Gram Sabha as a statutory body is under consideration. In Madras and Kerala the Gram Sabha is not statutorily recognised.

3. Extension of democracy to the people in the real sense, should mean that the Panchayat should function as the executive body to implement the policies and decisions of the Gram Sabha constituted of all adults in the village. Social sanction of the people would strengthen the hands of the Panchayat. In its effots to orgnise manpower for community purposes, in matters of taxation, in the matter of collecting special contributions from the beneficiaries, etc., the Panchayat needs such sanction. The wider the consultation, the greater are the chances of success of community effort. The business of the people of a village should not begin and end with Panchayat elections alone. Indeed, the effectiveness of the village Panchayat, its strength and vitality would depend upon the sustained, intelligent and enthusiastic interest and cooperation of the village community in its affairs and activities.

4. It is argued by some that the response of the villagers to meetings of the Gram Sabha is poor. This may be due to the *ad hoc* and rather irregular nature of the work entrusted to this body. It is necessary that the common man in the village should be made to feel interested in the Panchayat activities. This can be done if he is directly involved in its activities and if he is made aware that he has also a say in the matter. A chance has to be given to him to express himself, give proof of his skill and abilities. This should be built into the system and statutorily provided.

5. In the light of the above observations, the Gram Sabha may have the following statutory functions—

(*i*) Approve the budget of the Panchayat, though Panchayat will be the final authority to sanction it, after considering the suggestions made by the Gram Sabha.

(*ii*) Review the progress of programmes and activities of the Panchayat. The Panchayat should present periodical reports to the Gram Sabha and should give due weight to and, as far as possible, accept the suggestions for improvement, made by the Sabha.

(*iii*) If any irregularity in expenditure or wastage or abuse of funds is reported, the Gram Sabha may investigate into it by appointing a small sub-committee. The report of the sub-committee should be sent to the Panchayat Samiti for such action as may be deemed suitable.

(*iv*) Consider and approve the Annual Plan or programme.

(*v*) Consider further special programmes, proposals for fresh taxation or modification of existing rates. These should be placed before it by the Panchayat before enforcement.

(*vi*) Approve all proposals for organising community service, voluntary labour and for mobilisation of the local people for specific works.

There should be provision for the Gram Sabha to meet quarterly and oftener, if necessary.

6. The Conference may like to consider the following—

(*i*) Reiterate the need for statutory recognition of the Gram Sabha.

(*ii*) Recommend measures for enabling the Gram Sabha to function as the true base and foundation of decentralised democracy e.g. by vesting it with the powers mentioned above and by providing for its regular meetings.

Agenda Item III(4)—SPECIAL PROBLEMS OF PANCHAYATI RAJ

(*a*) *The Role of the Collector in Panchayati Raj*—

Should the Collector be—

(*a*) Chairman of Zila Parishad (as recommended by B.R. Mehta Committee).

(*b*) Chairman of Standing Committees, though not Chairman of the whole body.

(*c*) Full or associate member of Zila Parishad.

(*d*) Completely outside the three-tier system.

The Collector at present functions as the captain of the team of District level Officers and is responsible not only for the maintenance of law and order and collection of revenue in the district but also for developmental programmes. Under the present system he is the highest executive in the District and the representative of the Government at that level.

2. There are four different views in the matter—

(*i*) The Collector should be fully associated with the Panchayati Raj institutions and should be member and chairman of the Zila Parishad.

(*ii*) The Collector should be a member of the Zila Parishad and Chairman of all its Standing Committees.

(*iii*) The Collector should be just a member of the Zila Parishad with/without any right to vote.

(*iv*) He should be completely outside the Zila Parishad but with a right to take part in the deliberations whenever he considers this necessary.

Of the States which have either introduced or legislated on Panchayati Raj, each one has accepted one or the other of these four alternatives. Accordingly, the experience of the State Governments in this respect is different. Madras and Mysore retain the Collector as the Chairman of the Zila Parishad. They think that the Zila Parishad very much needs the expert guidance of the Collector, who with all his experience and authority can, as Chairman, give the necessary fillip to the entire programme and promote the coordinated effort of the official and non-official agencies.

There is also the radically opposite view. It is thought that the Collector who as the symbol of the old bureaucratic order, would dominate this body if he is made the chairman and the elected representatives will therefore become ineffective. This view favours a non-official chairman for the Zila Parishad as that arrangement would inspire confidence not only among the elected representatives but also the people.

There is the middle view that whilst the Collector may not be made the chairman of the Zila Parishad it will be quite wrong to keep him outside the Panchayati Raj system. The advocates of this view urge that the Collector would be in a position to make his best contribution as the Chairman of the Standing Committees. These Committees have been vested with considerable power and authority in some States and their works should facilitate efficient transaction of business by the parent body. Another view in the matter is that the Collector should be just a member of the Zila Parishad and nothing more.

3. The nature of the responsibilities which the Collector has to undertake and the functions which he has to perform under Panchayati Raj would, more than anything else, determine his exact role and position in the new set-up. His functions and responsibilities will be broadly as follows—

(*a*) To function as a representative of the State Government at the district level and to work as an effective liaison between the State Government and the Zila Parishad.

(*b*) To help in the proper and healthy growth of the new institutions and in particular assist the Zila Parishad grow into an effective organisation for purposes of development.

(*c*) To ensure optimum utilisation of resources available to Panchayati Raj institutions such as money, staff, technical assistance and other facilities from higher levels.

(*d*) To ensure that District Level Officers discharge their central responsibility for planning and supervision so as to provide adequate technical support to the programme.

(*e*) To ensure that planning by the Zila Parishad and lower bodies is realistic, and is in conformity with national priorities or policies.

(*f*) To ensure that the Panchayati Raj institutions give due attention to the economically weaker sections of the community.

(*g*) To exercise emergency powers in case of abuse of authority by the Local Bodies or their office bearers as also in other cases in accordance with the provisions of law.

It has been argued that for the effective discharge of all these functions the Collector should remain outside the three-tier system. The Conference may consider and indicate the alternative best calculated to enable the Collector to play an effective role in the efficient and healthy growth of Panchayati Raj.

(*b*) *Resources of Panchayats*—

The need for adequate financial resources for Panchayats has been emphasised in the draft 3rd Five-year Plan and also by the Working Group Report on Panchayats. It was also reiterated at the V and the VI L.S.G. Conferences. It was recommended that the levy to Panchayats of a few taxes like the house tax, profession tax, etc., be made compulsory; that capital resources vested in Panchayats by State Governments should be utilised by Panchayats to create remunerative assets capable of yielding recurring income; that Panchayats

should be encouraged to programme for a full development plan, which they should finance, over and above the Government grants, by imposing the leviable taxes and by levying surcharge on existing ones or a special development tax on all persons to raise additional resources etc.

(1) *Taxes*—In practice, however, it is found that by and large, Panchayats still do not make bold to levy the taxes which they are authorised to levy, let alone levy a special development tax, or a surcharge on existing taxes. On the contrary, there is a tendency to look more and more to government grants. Reluctance to tax is attributable largely to the fear of the Panchayats becoming unpopular. This can be overcome if meetings of the Gram Sabha are convened to discuss village plans and annual budget including proposals for taxation/surcharge to raise the requisite additional resources required for implementation of the plan. The approval of the Gram Sabha, where Gram Sabha exists, to such proposals should be made a condition precedent to the levy of taxes and the imposition of additional taxes/surcharge. An incentive may be provided for such imposition and collection of taxes by Panchayats through suitable matching grants from the Panchayat Samiti or Government. In some States matching grants equal to the amount raised by the Panchayat as house tax is given by the State Government. A similar matching grant can be considered for, say, profession tax and such other taxes as Panchayats are reluctant to impose.

(2) *Land Revenue*—Most State Governments are making land revenue assignments to the Panchayats, and the quantum varies from State to State. The last L.S.G. Conference at Bangalore supported the proposal for complete transfer of land revenue to the Panchayats, but recommended that this might be done by stages. The fear that backward Panchayats will get much less benefit from this than the progressive ones, as assignment of land revenue would depend upon actual collections, can be remedied by constituting an Equalisation Fund, as has been or is proposed to be done in some States.

It should also be possible to entrust the Panchayats with the collection of land revenue when the panchayats develop the necessary measure of administrative competence. The existing revenue staff engaged in collections should be placed under the Panchayats. The Panchayat would stand to benefit by the commissions on the amount collected. But care should be taken to ensure that the commission paid to the Panchayats, together with other charges if any paid to it consequent upon the transfer of staff, should not exceed the collection charges. To start with, some selected Panchayats may be entrusted with the work as an experimental measure, and based on the experience gained, a phased programme of transfer of collection work to the Panchayats may be drawn up.

(3) *Pisciculture*—It is now the generally accepted policy to transfer small tanks including irrigation tanks which can irrigate a particular acreage to Panchayats. Along with the transfer of the tanks, the Panchayats should also be given full fishing rights in such tanks. Pisciculture has proved to be a very profitable source of income to the Panchayats in a number of States in which it has been taken up. At the initial stages the Panchayats may be given financial aid and technical guidance to improve the tanks. They may be supplied fish

fry of select breeds either free or at a subsidised rate. Further, some selected Panches and villagers selected by the Panchayats should be given a short training in the scientific rearing of fish. Facilities of marketing through the Cooperatives should also be provided.

(4) *Grazing grounds/waste lands, etc.*—All grazing grounds and waste lands 'shamlat', stone or lime quarries should be transferred to Panchayats. The Panchayats should have full rights for the disposal of any fuel, fruit, etc., from trees on such grounds and derive income therefrom as also the right to develop such lands and exploit quarries.

(5) *Remunerative assets*—Most of the State Governments have made provision in their Third Five-Year Plan for the sustained building up of remunerative community assets by Panchayats. Intensive survey of the potentialities in each Panchayat in a Block should be undertaken and it should be enjoined upon the block level technical officers that they should explore such possibilities in the villages and advise the Panchayats accordingly. It will be equally necessary to ensure timely supply of the requirements for remunerative community assets like pisciculture, horticulture, etc.

(6) *Mobilisation of manpower*—There is a vast reserve of idle manpower on which the Panchayati Raj institutions should fully draw, in executing their programmes. The Third Five-Year Plan lays considerable stress on the proper utilisation of the resources available in the rural areas. It has been contemplated that the unemployment problem in each State should be broken down by Districts and Blocks and, to the greatest extent possible, it should be tackled at local level in terms of local responsibilities through the effective and coordinated implementation of development programmes relating to agriculture, irrigation, power, village and small scale industries, communications, and social services. Organised utilisation of idle manpower for specific projects can be of considerable direct and indirect assistance to Panchayats in building up community assets. This question has been considered in greater detail in agenda item No. II.

(7) *Other sources of income*—Panchayats may take up the Small Savings and Rural Insurance work as sources of income in the shape of commission. Some States have entrusted this work to selected Panchayats on an experimental basis and so far the experiences have been encouraging.

(8) *The Conference may like to consider*—(*a*) means of ensuring levy and collection of taxes by Panchayats within their statutory powers; (*b*) the desirability of entrusting Panchayats with collection of Land Revenue; (*c*) expeditious transfer to Panchayats of all tanks, including irrigation tanks; grazing grounds and waste lands; and (*d*) methods for mobilising idle man-power resources.

(*c*) *Co-option to Local Bodies*—

In order to make the local bodies broad-based and fully representative, seats are reserved in them for weaker sections of the community, such as women, scheduled castes and scheduled tribes, who, though entitled to contest elections, find it extremely difficult to get into these bodies through that process. Social workers and others with experience and knowledge, are also generally disinclined to stand for election. Besides the parent body, their association can be of considerable help to the Functional Sub-Committees of the local bodies.

2. To ensure availability of the requisite talent, experience and knowledge, legislation in most States provides for reservation of a fixed number of seats in, every local body to be filled by co-option of suitable persons. They are, however. wide variations in the actual method of co-option. These are—

(i) Co-option can be by elected members of the local body, sitting together as an electoral college and electing the person(s) to be coopted.

(ii) Co-option can be by the Sarpanch/President nominating personally the persons to be coopted.

(iii) The State Government may also nominate the persons to be coopted.

The Punjab system presents still another variation. Seats are reserved for women, scheduled castes and scheduled tribes. If no woman or member of scheduled castes/tribes is returned through election, the woman and the member of scheduled castes/tribes securing the maximum number of votes shall be coopted by the Panchayat as Panch; and where no such candidate is available, Government shall nominate for cooption the required number of persons. With the system of proportional representaton for election to Panchayats obtaining in Punjab, the above procedure for cooption seems to have worked satisfactorily.

3. Experience of the working of Panchayati Raj in some States during the last one year and a half shows that the statutory provision for cooption has not been an unmixed blessing. Indeed, it has led to some very disturbing and undesirable results, such as—

(a) Politically influential and socially dominant persons who were reluctant to contest for membership in elections have managed to get into the local bodies as men of experience and wisdom and have tried to dominate these bodies by seizing offices. This has had the baneful effect of stifling the growth of functional leadership thrown up through the democratic process.

(b) The Sarpanch/Pradhan who more often than not owes allegiance to a political party or a local caste group has tried to increase his strength in the local body by selecting his supporters and sympathisers. This has thus not given true representation to the various interests and sections of the community.

There are instances of party-men or leaders of caste groups being selected against the seats reserved for social workers. After getting into the local bodies they have started forming groups. The purpose for which such reservations are statutorily provided is thus completely defeated. On the other hand, the practice of either the Sarpanch or the State Government nominating persons of their choice is not in consonance with the spirit of Panchayati Raj.

4. A view which is gaining support is that co-option is inconsistent with elections and unjustified and undesirable except in the case of women, scheduled castes and scheduled tribes and that it should be done away with. But if co-

option must remain its object can perhaps be best fulfilled if the following are adopted consistent with the legislation of particular State—

(1) The persons to be coopted against a reserved seat should be elected by the non-official members of the local body concerned, sitting as an electoral college.

(2) Such election should take place before the election of the President or the Chairman of the local body concerned and soon after the election for the membership of the local body is over.

(3) Where co-option is to be made of representatives of Associate or voluntary organisations Cooperatives, etc. these organisations should be given the right to elect their representatives themselves. The Panchayati Raj institution concerned should not have the right to elect or nominate in these cases.

(4) The election may be conducted by a Government official in the event of (2) above being acceptable.

(5) In case the local body fails to elect persons for cooption in accordance with the procedure laid down for the purpose, the higher elected body may be given this power.

(6) Wherever there is a provision for the Sarpanch to nominate persons of his choice to the reserved seats, it should be removed from the statute.

5. The Conference may like to consider whether—

(*a*) cooption to Panchayati Raj institutions except for the representatives of the weaker sections of the community, should be done away with;

(*b*) whether, if cooption must remain, which of the alternatives suggested in para 4 above are acceptable;

(*c*) whether any other system can be devised.

Agenda Item III(5)—REPORT OF THE STUDY GROUP ON PANCHAYATI RAJ ADMINISTRATION

The Ministry constituted a Study Group on Panchayati Raj Administration to evolve a set of rules of business, procedures, instructions, etc. for the guidance and assistance of officials and non-officials entrusted with the task of implementing Panchayati Raj. The Group met from the 14th to the 21st May 1961 at Mussoorie and submitted a tentative report. This has been circulated to the State Governments/Union Territories inviting their comments and suggestions. A summary of the replies received from State Governments/Union Territories is enclosed.

2. It is proposed that the Study Group should submit a final report after fully considering the various suggestions and comments received from the State Governments/Union Territories as well as those made at the Annual Conference of Community Development. The final report will be circulated to the State Governments/Union Territories to enable them to frame relevant rules, procedures, etc. if not already done, and/or to consider the adequacy of the rules, instructions, etc. issued by them.

3. Development Commissioners may like to offer general observations on the recommendations of the Study Group and suggest improvements.

Enclosure to the Note on Agenda Item III(5)

Summary of the salient comments received from the State Governments on the tentative report of the Study Group on Panchayati Raj Administration (Rules, Procedures, Instructions, etc.)

Andhra Pradesh—

The decisions of the Gram Sabha may perhaps be recommendatory in nature and not be such as to make it obligatory for the Panchayat to act upon.

Assam—

(1) *Panchayat Samiti*—It has been proposed in the report that Panchayat Samiti may require the Panchayat to take into consideration (*i*) any objection which appear to the Samiti to exist to the doing of anything which is about to be done or is being done by such Panchayat or (*ii*) any information which the Samiti furnishes and which appears to the Samiti to necessitate the doing of a certain thing by the Panchayat; and to make a return reply to the Samiti within a reasonable time setting forth its reasons for not desisting from doing or for not doing such things. This power is likely to be misused by the Panchayat Samiti resulting in actual interference in the administrative sphere of the Gram Panchayat. The power of supervision of the Panchayat Samiti over the Gram Panchayat should, as far as practicable, be restricted to giving guidance and rendering technical assistance.

(2) *Budget*—There should be no distinction between plan and non-plan expenditure at the Panchayat and the Samiti levels. The financial year of these bodies must be the same as that of the State Government.

Gujarat—

(1) *Panchayat*—It has merely been stated that a Sarpanch should be an Ex-officio member and Chairman of at least one Committee. It has not been clearly brought out that he should be the member of all the Committees as in the case of the presiding officer of the Samiti and Parishad.

(2) *Panchayat Samiti*—It has been provided that if any resolution moved by a member relates to a matter unconnected with the Samiti Administration and is likely to lead to an unseemly controversy, the presiding officer shall refer the resolution to the District Collector and obtain his orders as to whether it may be admitted. This has to be reconsidered.

Kerala—

(1) *General*—A survey of the rules indicates that the basic unit is the Panchayat Samiti and not the Panchayat. In Kerala where Panchayat is an appreciably large unit, it is necessary that the Panchayat should be recognised as the basic unit. It is necessary that the district officers inspect the undertakings of the Panchayat Samiti and Panchyats. An expert committee should prescribe the minimum records of books and accounts to be kept by Panchayats. Provision should be introduced for voluntary service of youngsters in Panchayat programmes and for giving recognition to them.

(2) *Gram Sabha*—In view of the peculiar conditions prevailing in the State, the convening of the Gram Sabha for deliberative or administrative purposes will be impracticable.

(3) *Panchayat*—If the executive and deliberative functions are to be kept separate, it is necessary that the Panchayat Officer and not the Sarpanch should be made responsible to carry out the decisions of the Panchayat. The B.D.O. and all other Extension Officers may be directed to attend the meetings of the Panchayat as far as possible and shall be directed to attend if the Panchayat so desires. There should be more specific directives regarding the scope of the working of the committees so that the conflict between Panchayat and the Committees is eliminated.

Madhya Pradesh—

(1) *Panchayat*—The cash balance should be verified either by the Sarpanch or by any Panch duly authorised by the Sarpanch who may be residing in the headquarters village of a Gram Panchayat. In case of grant-in-aid works executed by the Panchayat it is necessary that a copy of the completion certificate is forwarded to the authority giving the grant.

(2) *Panchayat Samiti*—The Panchayat Samiti should meet at least once a month. The agenda should include a report of the B.D.O. about the steps taken to implement the resolutions passed in the previous meeting.

Maharashtra—

The State Government has no comments to offer at this stage. However, the recommendations will be borne in mind while issuing executive instructions for the implementation of the Act to be passed.

Orissa—

(1) *Gram Sabha*—It would be desirable to retain the quorum at one-third of the membership.

(2) *Panchayat*—Meetings of the Gram Panchayat should be held in different villages from time to time.

(3) *Panchayat Samiti*—The Chairman of the Samiti must have a right to take part in and preside over the proceedings of any Standing Committee. There should be a uniform system in all Committees instead of having the Chairman of the Samiti as Chairman of one Committee and to leave the selection of the Chairmen of other Committees to be decided by election. The procedure for Committees should be simple. The meetings of the Samiti would be held once in two months.

The Executive Officer shall record his dissent in the proceedings of the meeting when any resolution is contrary to the provisions of law. He should take the orders of the Chairman in cases where he considers that it would not be proper to make available any record to a member for perusal.

(4) *Budget*—The financial year for the local bodies should be the same as that of the Government. The time schedule for the presentation of budgets may be determined by the State Governments according to local conditions.

Similarly the procedure to be followed for execution of works must also be determined by the State Governments according to local conditions. In case of petty works the Panchayat should execute directly and contract should be an exception.

Punjab—

(1) *General*—Necessary instructions are needed for regulating the relationship between the officials and non-officials.

(2) *Gram Sabha*—The month of meeting of the Gram Sabha should also be indicated. One week's notice should be given for holding emergent meetings. The powers to disallow interpellations should rest with the Gram Panchayat as a whole.

(3) *Panchayat*—The period of notice for an emergent meeting should be one day. Sub-Committees of the Panchayats should hold meetings at least once a month and the powers and functions of the Sub-Committees should be clearly defined in the rules.

(4) *Budget* —The financial year for these institutions should be the same as the financial year of the State Government. This will involve no difficulty because the State Governments can intimate to the local bodies the tentative amounts of the grant-in-aid which they have earmarked for them in the month of November.

Uttar Pradesh—

(1) *General*—The model rules should be flexible. They should be capable of being implemented within the existing limitations with regard to the financial resources and the capacity of the office bearers of these new institutions.

(2) *Gram Sabha*—No rigid procedure should be prescribed in respect of interpellations.

(3) *Panchayat*—Where the Sarpanch fails within 48 hours from the delivery of the requisition to call a meeting, the meeting should be called for by or under the direction of the Panchayat Samiti instead of by the members concerned themselves. Duties assigned to Panchayat Secretaries are too elaborate. Requests of Panchayats for attendance at their meetings by village level officers should be made to the Panchayat Samiti who should decide as to which are the officers to attend the meeting.

(4) *Panchayat Samiti and Zila Parishad*—The State Government generally agree with the different recommendations.

West Bengal—

(1) *General*—There should be some provision for the conduct of meetings of the various bodies which stand adjourned for want of quorum. No quorum shall be necessary for an adjourned meeting.

(2) *Panchayat*—Every Panchayat should have a Standing Financial or Resources Committee of which the Sarpanch should be the Ex-officio Chairman and the Secretary of the Panchayat, the Secretary.

The State Government may associate with any Panchayat, persons possessing special qualifications whether they are members of the Gram Sabha concerned or not. Such persons shall have no right to vote and shall not be eligible for being elected as office bearers.

It is also for consideration whether some provisions should be made for removal of the Sarpanch or any member of the Panchayat on grounds of misconduct, refusal or inability to act etc.

AGENDA ITEM III(6)—PROMOTION OF ALL-INDIA/STATE NON-OFFICIAL ORGANISATIONS TO ASSIST THE GROWTH OF PANCHAYATI RAJ

If Panchayati Raj is to succeed, the mass of the people as well as their representatives will have to be educated in the processes of democracy and in the understanding of Panchayati Raj. Panchayati Raj is an inter-connected pattern of democracy, the people of India governing themselves, through their representatives in institutions from the Gram Sabha to the Lok Sabha.

Panchayati Raj implies maximum decentralisation of power and authority and their exercise under democratic control at the Panchayat and higher levels. This requires that the Gram Sabha should be built up at the base of democracy and that the Panchayat should be enabled to shoulder progressively increasing responsibilities, thus leading to further decentralisation of power at all the higher levels, through the process of suction generated.

Such 'vertical' decentralisation can take place only if it is balanced with and supported by 'horizontal' decentralisation or dispersal. Each statutory Panchayati Raj institution must, through a process of delegation and sharing of power and responsibility, progressively promote and pass on initiative to associate and voluntary organisations. The more the direct responsibility on behalf of the people, the more will be the competence of the statutory bodies to assume responsibilities. This process of progressive dispersal of power, fundamental to the sound working of our democratic system, calls for positive promotional efforts at all levels.

Within the existing framework of Panchayati Raj, constant vigilance is required to ensure:

(a) proper understanding by the people's representatives of their distinctive role,

(b) development of right conventions in day-to-day work and administrative relations based on recognition of the distinctive role of officials and non-officials in fulfilling common objectives,

(c) avoidance of discriminatory treatment between the several tiers on account of political, religious, or communal considerations,

(d) promotion of the welfare of the weaker sections of the community.

Panchayati Raj institutions cannot by themselves, with their limited resources and experience, find solution to these problems. Nor can the Government be expected to give guidance beyond a particular level. There is thus need for a non-official organisation to keep a continuous watch over emerging trends,

study problems as they arise, give objective impartial guidance to Panchayati Raj institutions and generally propagate the basic principles underlying the sound working of Panchayati Raj institutions. It should also provide a common forum for different organisations and Panchayati Raj institutions to discuss problems of common interest, exchange experiences, formulate ideas and secure guidance for further action.

A question arises whether such an organisation should be only at the national and State levels or whether it should be built from below with organisations at the Block and District levels. The character of the organisation and the level at which it should be established will obviously depend on the purposes and objects for which it is sought to be established. It would appear that any non-official organisation at the Block and Zila levels is likely to come into conflict with the statutory organisations at those levels and might hinder rather than help their growth. Such an organisation at the State level and the national level could, however, play a constructive and helpful role. In the note enclosed are given some possible objects and functions of such an organisation at the State and national levels.

It is felt that it would be in the interests of Panchayati Raj institutions to promote the growth of such an organisation at the All India and the State levels, with, if necessary, branches at the district level. How exactly these organisations may be constituted is a matter of detail but, broadly, Panchayats, Panchayat Samitis and Zila Parishads will have to find representation in them.

The Conference is requested to give their views on the suggestions made above.

Some possible objects and functions of All India/State Non-official Organisations to assist the growth of Panchayati Raj.

I. *All India Organisations*—

(1) To promote the concept of Panchayati Raj among the people.

(2) To provide such supervision as it can in the implementation of non-official training programme by different agencies.

(3) To hold zonal and national seminars on Panchayati Raj.

(4) To publish a journal on Panchayati Raj.

(5) To undertake an evaluation of the programme in different States.

II. *State Organisation*—

(1) To promote the concept of Panchayati Raj and the growth and development of Panchayati Raj institutions.

(2) To propagate the idea of Panchayati Raj and undertake mass education of the people in the processes of democracy and the functions and responsibilities of members of Panchayati Raj institutions.

(3) To promote training programmes for the people and their representatives including training of instructors of the non-official institutions in States and guidance to non-official training programmes by different agencies.

(4) To advise on measures to be taken to promote the welfare of the weaker sections of the community.

(5) To work for strengthening of associate organisations at village and higher levels.

(6) To organise District, Divisional and State Seminars on Panchayati Raj.

Agenda Item III(7)—EQUITY AND FAIR DEAL IN PANCHAYATI RAJ

Panchayati Raj means wide dispersal of power to different groups with different party affiliations. It is possible that the higher institutions may undermine the work of opposition groups holding power in lower formations by such means as not providing staff, resources, and generally not extending full cooperation. The question therefore arises as to what safeguards can be provided against such arbitrary and discriminatory action and steps taken to ensure fair and equitable treatment as between the different tiers of the Panchayati Raj system and to different groups and interests.

It has been suggested that the weaker sections of the community, particularly scheduled castes and scheduled tribes should be given representation in the panchayats in proportion to their population. At the level of Panchayat Samiti/Zila Parishad, particularly in the case of indirect elections, it is, however, difficult to ensure such representation. In some States, by law, seats are reserved for special interests/weaker sections or power of co-option is given. The Conference may consider the adequacy of the exsiting arrangement and steps to ensure fair representation to all sections of the community. In this connection the conference may like to take note of Agenda Item No. III (4)(*c*) on "Co-option of Local Bodies" separately referred to it.

One of the important responsibilities of Panchayati Raj institutions is to promote the growth of voluntary organisations. In this respect, both the Gram Sabha and Panchayat can play an important role. On the functional committees of the Panchayats local voluntary organisations should find representation *in their own right* not through nomination by the Panchayat. They should have the right to select their own representatives consistant with their strength and representative character. For this purpose, suitable procedure may have to be devised to accord recognition to voluntary organisations. To start with, representation may be only on the functional committees but ultimately it may extend to the main body itself. In course of time associate bodies may organisationally build themselves upto the block and district level, in a federal structure. It will then be from the unions of such associate organisations that panchayat samitis and zila parishads should draw representatives of various functional committees. Well organised voluntary associations can thus share the responsibilities and burdens of Panchayati Raj institutions and ensure fair distribution of benefits and equitable treatment to all in the programmes entrusted to them.

A suggestion has been made that the principle of porportional representation should be applied in giving representation to voluntary organisations on the functional committees at the Panchayat Samiti and Zila Parishad levels. It may be considered how far this is desirable and feasible.

Legislation in some States specifically provides internal checks and safeguards against arbitrary exercise of power and discrimination by higher bodies against lower bodies. Special measures suggested in this connection are:

(a) distribution of funds on population basis to panchayats/panchayat samitis and earmarking of funds for special programmes intended for the benefit of the weaker sections;

(b) building up the integrity of services belonging to zila parishads and panchayat samiti cadres. It has been suggested that a Board or Commission should be set up at the district level to make recruitment to Zila Parishad and Panchayat Samiti Cadres, hear appeals on service and disciplinary matters, etc. This, it is claimed, would also reduce, if not eliminate, victimisation and arbitrariness in postings, promotions, etc.;

(c) inspection and review by official agency (e.g. State Inspectorate of Local Bodies, Divisional Commissioners, Collectors) of Panchayati Raj institutions in regard to the pattern of expenditure under different schemes so as to ensure fair distribution of funds and benefits to all concerned;

(d) like the accountability of the panchayat to the Gram Sabha a system may be devised whereby in a Block, panchayats as a body can annually review the general working of and implementation of programme by the Panchayat Samitis and the Panchayat Samitis as a body can, in turn, review the working of the Zila Parishad. This will be a democratic process of publicly discussing and exposing cases of discrimination, unfair or arbitrary treatment and will focus attention of all concerned on remediable defects of the system.

Non-official organisations at the State and higher levels can also help Panchayati Raj institutions in avoiding discriminatory treatment and ensuring a fair deal between the several tiers by keeping a continuous watch over their working, studying their problems creating public opinion in favour of healthy conventions and by focussing attention on the weakness and defects of the system. In this connection, attention is invited to paras 4 and 5 of Agenda Item No. III(6) on "Promotion of All India/State non-official organisations to assist the growth of Panchayati Raj".

It is also for consideration whether there is need for a special machinery for enabling Panchayat/Panchayat Samiti/Zila Parishad *as a body* to make representations against any discriminatory or unfair treatment accorded to it by a higher formation in terms of allocation of funds, staff, resources, etc. The body making the representation would presumably be required to pass a resolution to that effect not by a simple majority but by at least two third or three fourth majority in order that frivolous representations may be obviated and only the really genuine grievances voiced.

The Conference may consider the problem in all its bearings in the light of actual experience and suggest further steps to ensure equity and fair deal between the different tiers and to different groups.

AGENDA ITEM IV(1)—YOUTH AND WOMEN'S PROGRAMME AS THE VITAL BASE FOR THE PANCHAYATI RAJ MOVEMENT

Two important associate organisations in the village are the Youth Association and the Mahila Mandal. These organisations have a vital role to play in the successful functioning of Panchayati Raj and the implementation of Community Development Programme.

2. A draft of a letter on "Youth programme as the vital base for the Panchayati Raj Movement", incorporating inter-alia the important recommendations made at the previous Development Commissioners' Conferences is attached as Appendix 'A'. The Conference may consider this and give its suggestions on:—

(*a*) the content of the draft

(*b*) the minimum programme for youth organisations

(*c*) the role of the panchayats in promoting youth organisations

(*d*) a time schedule for promoting the programme.

3. In accordance with the recommendations of the Women's Advisory Committee, a communication has already been sent to the State Governments on "welfare programme for women and childern" vide letter No. 7/(1)(8)/60-Prg. dated May 3, 1961 (Appendix 'B'). The Conference may discuss the action taken to implement the programme and difficulties involved, if any.

APPENDIX 'A'

No.

GOVERNMENT OF INDIA

MINISTRY OF COMMUNITY DEVELOPMENT AND COOPERATION
(DEPARTMENT OF COMMUNITY DEVELOPMENT)

Krishi Bhavan, New Delhi-2

To

The Secretaries incharge of Community Development,
All State Governments/Union Territories (Except Laccadive & Minicoy Islands)

SUBJECT—*Youth Programme as a Vital Base for the Panchayati Raj Movement*

As you are aware, the programme of youth organizations has been discussed at various Conferences of Development Commissioners. I am enclosing herewith a statement giving a summary of these recommendations and action taken thereon. The suggestions cover a wide field from which a choice of programmes has to be made to suit local conditions. With the introduction of Panchayati Raj as a machinery for promoting Community Development, the need for developing the Youth Programme as a vital base for Panchayati Raj has also arisen. You will agree that in order to achieve satisfactory results, it is necessary to ensure that the foundation of the youth programme is systematically laid in the village so that in the course of years it may develop into a strong youth movement in rural areas.

2. In every progressive community, youth has a vital role in its development. Without the effective contribution of youth, the vitality and even the future of community cannot be ensured. This is also true for the village community. The rural community, however, "for centuries have not been used to the exercise of democratic rights and obligations, be it in the family or in the state. In the tallest of the village community, there is a strong bias for the benevolent patriarch". In the promotion of democratic participation, therefore, this weakness for the patriarch has to be overcome and the concept of functional leadership developed in the youth. Through the programme of youth organisations, the rural youth can be helped to acquire a desire and ability to assume future responsibilities of the community.

3. The key to the effective participation of the youth in the life of the village community lies in (*a*) systematic understanding of the youth, (*b*) recognition of their ability and interests, and (*c*) providing facilities for creative expression mainly through group competitive pursuits.

4. An effective programme for the youth in the age group 12 to 25 years may include the following—

I. *Recreational Programmes*—

(*i*) Organization of indigenous games and athletics.

(*ii*) Organization of outdoor life through camps and hikes.

(*iii*) Organization of annual sports festivals.

II. *Opportunities for creative expression through*—

(*i*) folk songs and folk dances

(*ii*) dramas

(*iii*) drawings, paintings, etc.

(*iv*) celebration of national festivals.

(*v*) annual youth festivals.

III. *Provision for continuation of interest in education through an effective social education programme such as*—

(*i*) Wall-news sheets

(*ii*) Health education

(*iii*) Discussion on current affairs

(*iv*) General education.

The programme of continuation education is necessary if the funds and energy to be spent on the Universal Primary Education are not to be wasted. As a first step, efforts have to be made to ensure that all children in the age-group of 6 to 11 attend school. Thereafter, even after leaving school, the programme of informal education should be provided at the school-cum-community centre to maintain the interest of youth with the activities mentioned above. The effort must be to encourage them to maintain their interest in reading, writing and learning.

IV. *Development of occupational interests in agriculture, animal husbandry, cottage industries, etc. through—*

(*i*) individual projects } in the case of crops, animals, birds, tools etc.
(*ii*) group projects

(*iii*) educational visits to agricultural farms, poultry farms, etc.

(*iv*) demonstrations.

The emphasis in these activities should be to acquaint the youth with scientific methods for promoting economic programmes.

V. *Utilization of services of youth for various campaigns like—*

(*i*) promotion of compost pits and use of green manures

(*ii*) use of improved seeds

(*iii*) adoption of new methods of agriculture

(*iv*) village sanitation

(*v*) inoculation against infectious diseases

(*vi*) anti-malaria programme

(*vii*) removal of illiteracy, etc.

VI. *Utilisation of services of youth for promoting literacy through—*

(*i*) literacy classes

(*ii*) reading rooms

(*iii*) libraries, etc.

VII. *Utilization of the services of youth for developing community assets such as—*

(*i*) construction of school building

(*ii*) construction of panchayat ghar

(*iii*) renovation of fishery tanks

(*iv*) development of village forest

(*v*) raising of fuel—plantations

(*vi*) raising of fruit plantations.

VIII. *Education for Citizenship through participation in the activities of the three basic institutions viz.—*

(*i*) the village cooperative

(*ii*) the village school

(*iii*) the village panchayat.

Citizenship education should emphasise national unity.

IX. *The youth should be associated with various development programmes of the panchayats and invited to observe the working of the Panchayat and its functional sub-committees—*

5. It is not intended that all these items should be taken up at the same time. In fact, different groups should be encouraged to select different activities according to their interests and abilities. Each youth organization should decide

on three or four items of work and concentrate on them. The programme should act as a nucleus for developing interests of youth in the life of the village community. While developing the programme consideration should be given to three groups of youth, namely, (*a*) those who are attending the school, (*b*) those who are employed in their family occupations and (*c*) those who belong to families of landless labourers and the programme developed to suit the special requirements of each group. Particular attention should also be given to youths belonging to the weaker sections of the village community including harijan and landless labourers and other economically and socially backward groups. They should be encouraged to play a prominent part in the development of the village community. Emphasis should be given to the development of the ideals of comaraderie in the service of the village community as a whole.

6. *Incentives*—It is necessary to provide proper incentives for developing and maintaining interest in the programme. This can be through—

(*i*) organization of annual youth sports and festivals preferably between 19th to 25th January—All India Sports Week.

(*ii*) arranging educational tours and visits.

(*iii*) awarding prizes in the form of books and improved tools/implements.

(*iv*) Physical efficiency tests awards.

A system of awards for individual and group projects will need to be worked out for different grades of performance. The scheme of Bharat Darshan tours, should also be effectively related in rewarding youth. The tours should be purposeful both from the point of view of education and cultural development.

7. *Training*—Proper training of youth workers and leaders is a necessary pre-requisite for a successful programme and should form the very base of promoting youth organizations. The programme of training could be of two types—

(*i*) training of youth workers and leaders in Gram Sahayaks Training Centres for 15 days to be promoted as a part of the central scheme.

(*ii*) refresher training camps for youth workers and leaders on the basis of gram sahayak camps. There should be at least two such camps per year per block. The S. E. O. should impart this training.

8. *Follow-up trained leaders and workers*—Once the youth workers and leaders are trained, it is necessary to maintain close contact with them. On their return from the training camps, they should be required to promote the programme of youth organization in their village on model lines suggested for their area. The services of the Block Extension Officers in Agriculture, Animal Husbandry, Industry, Health and Sanitation, in addition to the services of the physical education instructors of secondary schools should be made available for promoting specific activities through the village youth organization. The S. E. O. in the Block should be in overall charge of the youth programme. His responsibility should be not only to coordinate the activities at the block level but also to secure technical assistance both in terms of rural occupations and creative arts for the rural youth.

9. *Role of the school teacher*—The village school teacher should be increasingly entrusted with the organisation of youth programmes at the village level. The curriculum for teachers' training institutes now includes the subject of Community Development.

10. *Role of Panchayati Raj Institutions*—At the block level, the Panchayat Samitis should be responsible for promoting the programme of youth organisations. At the village level, the panchayat should be entrusted with similar responsibilities. These responsibilities may be undertaken by the youth sub-committee or Education and social education sub-committee or social welfare sub-committee as the case may be, on behalf of the block samiti and the panchayat respectively.

11. *Funds*—The funds required for organizing the programme of youth may be secured in following ways—

(*a*) pooling of resources provided in the budgets of Education Community Development and Social Welfare Department and Block administration;

(*b*) raising of contributions by panchayats;

(*c*) a portion of the income from community assets for whose development youth organizations have given their services.

12. *Minimum Programmes*—The emphasis should be laid on quality of the programme rather than quantity, *i.e.*, mere numbers, of organizations. For this purpose, it is suggested that there should be, in every block, as a minimum programme:

(1) At least one youth organization in each V. L. W. circle to be looked after by each V. L. W. and one youth organizzation at the block head quarters to be guided by the S. E. O. on model lines. The V. L. W. as a part of the 20 per cent of his work for non-agricultural programme can hold himself responsible for at least one youth organization in his circle. Such an organization can be effectively utilised in propagating new practices in agriculture, animal husbandry, cottage industries, health and sanitation, etc. among the villagers.

(2) Suitable training programme of youth workers and leaders.

(3) Each youth organization should have at least—

(*a*) some recreational programme

(*b*) an educational programme

(*c*) an item of occupational interest and

(*d*) a social service programme.

I am, therefore, directed to request that the State Government may kindly issue necessary instructions to the Block authorities to give adequate attention to this matter and to lay the desired emphasis on the welfare of youth and also to draw up a minimum programme of work wherever this has not already been done.

I shall be grateful if you could kindly inform us of the action that is being taken in your State.

Copy to—

1. Development Commissioners (All States/Union Territories except Lacadive, Minicoy and Amindive Islands)
2. Secretary, Central Social Welfare Board, New Delhi.
3. Secretaries Incharge of Youth Welfare (All States/Union Territories except Lacadive and Minicoy).
4. Ministry of Education, Government of India, New Delhi (with 20-spare copies).

ENCLOSURE TO APPENDIX A OF THE AGENDA NOTE ON ITEM IV.

Statement showing recommendations of the Annual Conferences of Development Commissioners on Social Education and Youth Programme.

Serial No. (1)	Conference (2)	Year of Conference (3)	Recommendation (4)	Action taken (5)
1	5th D. Cs' Conference Nainital.	May, 1956 ..	Proper coordination was necessary among the agencies sponsoring youth activities. State Governments were requested to furnish complete list of different organisations functioning in their areas. It was suggested that a committee of experts should be constituted to examine the information collected with a view to evolving a fairly uniform programme.	Recommendation communicated. No committee known to have been formed.
2	6th D. Cs' Conference Mussoorie.	April, 1957	(*i*) Youth organisations should be promoted so as to cover all youths, whether school-going or non-school going. (*ii*) There should be two age groups—10—18 and 18—30 years. (*iii*) All activities should be so arranged as to centre round home, work and leisure, with a view to providing an experience of democratic living and of discovering. Significance in the daily work and enriching home life and enlisting young people into service of the community. Activities should assume the shape of community activities, such as looking after village sanitation, cooperative village defence, cooperative looking after the fields, harvesting operations, plant protection, etc. Intellectual activities like organisation of libraries, adult literacy centres, discussion groups, study circles etc. could also be undertaken. Group activities round leisure can be dramatic clubs, Bhajan mandalies, etc. Informal training may be imparted through daily meetings, individual and group projects short duration camps, study tours, study circles, etc. (*iv*) Besides the activities mentioned above, the following should also find a place in the programme of the junior group— (*a*) A rudimentary knowledge of the history and geography of India, *i.e.*, knowledge of different regions and people, their habits and customs, etc. It is worthwhile to have some idea about other countries also to broaden their mental horizon.	Recommendation communicated. Uneven development of activities in different States.

(1)	(2)	(3)	(4)	(5)
4	Annual Conference Srinagar	June 1960 ..	(*i*) Purpose of youth clubs may include recreational and physical activities, vocational training and organisation for projects.	Recommendation communicated.
			(*ii*) Emphasis of the programme should be on— (*a*) group competitive pursuits; (*b*) spontaneous creative expression; (*c*) recognition of merit.	
			(*iii*) Group competitive pursuit—Healthy cooperation to develop the spirit of comradeship and citizenship should be encouraged.	
			(*iv*) Spontaneous creative expression—opportunities should be offered through games, sports, outdoor life and cultural and social activities.	
			(*v*) Recognition of achievement—through youth festivals at all levels—Panchayat, Zilla Perishads and State.	
			(*vi*) Age groups should be 5—11, 12—18 and 18—25 years; separate for boys and girls in case of 12—18 and 18—25 groups.	
			(*vii*) The programme should be organised through non-official organisations at various levels. The Development Commissioner should have the assistance of a separate officer known as Director of Youth Programme.	
			(*viii*) For organising youth activities each Panchayat should constitute a committee with Panches, Sarpanches, village youth leaders, gram sahayaks and representatives of Mahila Mandals.	
			(*ix*) Special training programme for age groups 12—18 and 18—25 should be organised at the blocks. Organisers of the camps should also be trained. Central Government should assist in the conduct of such training camps.	A scheme of training youth leaders and workers prepared.

(*x*) Study tours for youth leaders to blocks, Districts, States and All-India basis may be organised.	
(*xi*) C. D. Departments in the States should coordinate the youth programme initiated by other Departments and non-official organisations.	
(*xii*) Finances should be secured by—	
(*a*) pooling of resources provided in the budgets of education, community development and social welfare departments and block Administration,	
(*b*) dividing social education budget in two heads 'adults' and 'youths' and providing additional funds for youth programme,	Not accepted by Budget Division of the Ministry.
(*c*) raising contribution by Panchayats,	
(*d*) participation of youths in building up community assets,	
(*e*) voluntary contributions.	
(*xiii*) The village school teacher should be entrusted with the responsibility of organising youth at village level. He should be under the administrative control of the Panchayat and be paid suitable honorarium. The curriculum of teachers' training should include a subject on Community Development and promotion of youth organisations.	
(*xiv*) S. E. O. should organise the youth programme at block level and work for coordinating the activities of village school teachers.	A scheme of Orienting school teachers in C.D. is being implemented.
(*xv*) Physical education teachers of secondary and high schools should assist in the development of youth organisations in rural areas.	

APPENDIX 'B'

No. 7(1)(8)/60-Prg.

GOVERNMENT OT INDIA

MINISTRY OF COMMUNITY DEVELOPMENT AND COOPERATION
(DEPARTMENT OF COMMUNITY DEVELOPMENT)

Krishi Bhavan, New Delhi, the 3rd May, 1961

From

Shri S. V. Krishnan,
Deputy Secretary to the Government of India,

To

The Secretaries incharge of Community Development,
All State Governments/Union Territories (except L.M. & A. Islands).

SUBJECT—*Welfare Programme for Women and Children*

Sir,

The schematic budget of Stage I block includes a provision of Rs. 40,000 and that of the Stage II block Rs. 20,000 for activities connected with the welfare of women and children. To achieve satisfactory results in this field, it would be necessary to ensure that at least these minimum amounts are usefully utilised for implementing this programme. Additional funds could also be used from the other heads of development for the benefit of women and children, e.g., maternity and child welfare schemes could be implemented with the funds provided for "Health and Rural Sanitation", while poultry units and kitchen gardens could be encouraged with the aid of the funds drawn from the provision of "Agricultural Production", and activities like bee-keeping, Ambar Charkha Tailoring and knitting, from the funds of the Block and of the various Commissions and Boards, e.g. the All India Khadi and Village Industries Commission, All India Handicrafts Board.

2. It has, however, been observed that in some States very little expenditure is being incurred on this account and the general programme of work among women and children is weak. In Stage I Blocks, in some cases, this is presumably because no expenditure is incurred out of the block funds in anticipation of starting of Welfare Extension Projects of the coordinated type.

As the State Governments are aware, when the agreement with the Central Social Welfare Board for the starting of Welfare Extension Projects of the coordinated type was reached, it was expected that such Projects will be started in every Community Development Block. Subsequently the programme of opening of N.E.S. and C.D. Blocks was changed, on the recommendation of the Balwantrai Mehta Committee, into Stage I and Stage II blocks. As a result a much larger number of blocks became Stage I blocks than would have been the case with the old type C.D. Blocks. Actually, however, it has been possible to start only about 341 Welfare Extension Projects so far as against about 1,200 Stage I Blocks sanctioned during the Second Plan Period and about 3,100 Blocks in all. By October, 1963, the entire country will be covered by C.D. Blocks.

Over 2,000 new blocks are to be sanctioned during the Third Five Year Plan. According to the proposed programme of the Central Social Welfare Board only about 500 Welfare Extension Projects in the country are to be started during the Third Five Year Plan at the rate of one hundred per year. It would thus be evident that while our objective is to have as large a number of Welfare Extension Projects of the coordinated type as possible, it will not be possible for want of funds and trained personnel to start such Projects in each of the blocks. But at the same time, it is necessary that there should be a programme for women and children in all the C.D. blocks.

Therefore, in such of the blocks in which it will not be possible to open Welfare Extension Projects of the coordinated type. It will be necessary to implement a minimum programme for the welfare of women and children by utilising the provision made for this purpose in the block budget. This can be taken on hand immediately a block enters Stage I and continued in all Stage II blocks. This minimum programme may be best implemented by the Block authorities through a Functional Sub-Committee of the Panchayat Samiti/ Block Development Committee constituted exclusively for promoting women's and children's programme in the blocks, and which may have a majority of women members. It is, therefore, requested that measures to set up such a functional Sub-Committee may be taken up early.

3. It is appreciated that the existing staff of one Mukhya Sevika (Women Social Education Organiser) and two Gram Sevikas in each block will not be able to achieve any substantial results unless they are able to promote voluntary organisations and associate women workers at the village level to implement and develop the programme. Therefore, the objective should be to built up such organisations, particularly Mahila Mandals and Balwadis and a corps of women workers like "Gramlaxmis" and "Gramkakis" so that they cant ake over programme of women and children in course of time. A reference is invited in this connection to this Ministry's letter No. 8/8/60-T. III, dated the 7th December, 1960, outlining the training for these women workers and payment of honoraria to them. To enable the Mukhya Sevikas and Gram Sevikas in each block to discharge their duties efficiently, it is necessary to provide for adequate supervision of their role by higher level officers who will give them the necessary guidance. State Governments are, therefore, requested to expedite the appointment of officers at State level and, if possible, at District level, to be exclusively in charge of the programme for women and children.

4. The activities that can be taken up in this field have been considered from time to time by various conferences of Development Commissioners, as also by the Women's Advisory Committee. The recommendations so far made and the action taken thereon are summarised in the annexure. The suggestions cover a fairly wide field from which a choice of programmes has to be made to suit local conditions. In order to produce an impact, it is felt that for each block there should be a certain minimum programme. This will have to be selected after taking local conditions into consideration, and implemented with such modifications as may be necessary by the Panchayat Samiti/Block Development Committee and its Functional Sub-Committee through Village Panchayats/and Voluntary organisations of women functioning in the area.

5. To begin with, attention can best be focussed on certain key items of the programme like—

(*i*) Nutrition—Elementary health measures including child care.

(*ii*) Family Planning.

(*iii*) Training in doing domestic chores in such a manner that they require less time and effort than at present.

(*iv*) Use of the spare time available to improve the economic conditions of the family by part-time activity like poultry keeping, be e-keeping, vegetable gardening, Ambar Charkha, tailoring, knitting, e tc.

(*v*) Beautification of the home by local arts and cultural activities like bhajans, music etc.

(*vi*) Literacy and Social Education including citizenship and knowledge regarding agriculture, animal husbandry etc., i.e., the occupations practised by the head of the household.

(*vii*) Enrolment of school children especially girls and promotion of school feeding and school improvement programme.

(*viii*) Training of local village associate women workers.

It is not intended that all these items should be taken up or that the list is exhaustive. But each Block should decide on 3 or 4 items of work and concentrate on them.

6. It is suggested that for this purpose there should be in every block—

(*i*) At least 10 good Mahila Mandals at the rate of one in each Village Level Worker's circle to be started within a specified period and run by associate women workers (secretary, convener, Gramlaxmi, Gramkaki as locally known). These centres may be divided suitably among the Mukhya Sevika and the Gram Sevikas for direct supervision.

(*ii*) The associate woman workers should be suitably trained, including in the subject of Balwadis.

(*iii*) To the extent there is response, women workers may also be trained in subjects like nutrition, poultry keeping, horticulture and kitchen gardening. Normally in any village, honorarium should not be paid for more than one associate woman worker.

(*iv*) A Mahila Mandal or Centre should have—

(*a*) A Belwadi.

(*b*) An Adult Education Centre.

(*c*) A craft or other unit like poultry, and kitchen garden attached to it.

Such a Centre can be very suitably developed in or around a girls' school, if there is one, or with the assistance of a women primary school teacher if there is one.

(*v*) There should be talks and demonstrations at suitable intervals on

(*a*) Balanced diet.

(*b*) Family Planning.

(*c*) On the subjects referred to in para 5 (*iii*), (*iv*), (*v*) and (*vi*).

(*d*) Craft work.

(*vi*) The following activities should also be undertaken.

(*a*) Celebration of national days—

Independence Day

Republic Day

Gandhi Jayanti

Children's Day

besides the local festivals.

(*b*) A baby show.

(*c*) Study tour.

7. I am, therefore, directed to request that the State Governments may kindly issue necessary instructions to the Block authorities to give adequate attention to this matter and to lay the desired emphasis on the welfare of women and children and also to draw up at least a minimum programme of work wherever this has not already been done.

8. I will be grateful if you could kindly inform us of the action that is being taken in your State.

Yours faithfully,

(Sd.) S. V. KRISHNAN

Deputy Secretary to the Government of India

Copy to—

1. Development Commissioners (All States/Union Territories (except Laccadive, Minicoy and Aminidive Islands).
2. Secretary, Central Social Welfare Board, New Delhi.
3. Officers Incharge of Women's Welfare, (All States/Union Territories except Laccadive, Minicoy and Aminidive Islands)
4. The Principal, Central Institute of Study and Research in Community Development Radha Bhavan, Mussoorie.
5. P.S. to Minister, C.D. & C. (with 5 spare copies).
6. P.S. to Dy. Minister C.D.&C. (with 3 spare copies).
7. P.A. to Parliamentary Secretary.
8. All Officers & Sections in the Ministry (both Deptts.)

(Sd.) S.V. KRISHNAN

Deputy Secretary to the Government of India

Annexure

Recommendations of the various Development Commissioners' Conference, Seminars etc. on the Subject of Women's and Children's Welfare

Recommendation on	When and by whom recommended	Remarks
1. The Programme may be confined to 3 to 5 villages at a time and then gradually extended to new villages.	At Ooty in 1954 and again at Nainital in 1956. Also in this Ministry's circular letter No. 7 (1) (8)/60-Prg. issued in April, 1960.	
2. Child Welfare programme should be limited to a few items only and in a few selected areas in the first instance.	Joint meeting of the Central Committee and the C.O.P.P. 1958.	
3. Children's activities should centre round the village school and a sum of Rs. 3,000 for three years per block should be adequate.	Nainital Conference 1956 and W.A.C. meeting 1958.	
4. Special studies should be initiated by the Ministry for (*i*) enrolement of girls in schools and for effectiveness of Gram Sevikas and (*ii*) supplementary women workers.	WAC meeting 1958	
5. Propagation of family planning and milk distribution in coordination with Health Department.	WAC meeting 1958	
6. Grants-in-aid to Mahila Mandals should be promoted.	WAC meeting 1958 ..	C.S.W.B. is working on a grant-in-aid code for non-official organisations including Mahila Mandals and Social Education Centres.
7. Industrial Cooperatives should be promoted and paid workers should be retained for 3 to 5 years.	Mysore Conference 1959 and WAC.	
8. Incentives for associate organisations recommended.	Srinagar Conference 1960.	
Training—		
1. Leading village women should be given training to carry on limited activities and given a small honorarium.	By the Annual Conferences of Development Commissioners held in 1954, 1957, 1958, 1959 and 1960 at Oty, Mussoorie, Mt. Abu, Mysore and Srinagar respectively.	Two types of training are envisaged (*i*) for a limited number of workers for a period of one month who will not act as associate workers; (*ii*) the other for three to five days on the basis of Gram Sahayaks camps. Most of the States have formulated schemes for the former course of training of associate workers and are paying honorarium. The second type is yet to be implemented.

ANNEXURE—*contd.*

Recommendation on	When and by whom recommended	Remarks
2. Training of wives of V.L.Ws., School teachers or any other Government servants in the village may be enlisted as full-time or part-time workers with suitable training.	Ooty Conference 1956.	
3. Establishment of Home Science Wings and separate courses for women S.E.Os.	Simla Conference 1955	Implemented.
4. Women's programme should include Home Science, Social Welfare and Extension.	Nainital Conference 1956 and Women's Advisory Committee (1958).	Job Charts and syllabus of Gram Sevikas have been revised in consultation with the Ministry of Food and agriculture and Social Welfare Board and circulated to State Governments. Job Chart and syllabus of Mukhya Sevikas are also being revised.
5. Manual for Gram Sevikas should be written.	Women's Advisory Committee 1958.	A guide book already published. A folder is under print.
6. (*a*) Capacity and training of Gram Sevikas' training centres should be uniform for home science and Social Welfare Board.	Mussoorie Conference 1957 ..	Job chart and syllabus already revised and circulated to State Governments.
(*b*) Research in labour saving devices for village home which are within the means of an average village family should be undertaken.	Mussoorie Conference 1957 ..	Smokeless choolhas ball-bearing chakki, cooker method of cooking and hay box are being promoted in the field.
(*c*) Study tours for village women should be organised in liberal measure.	Mussoorie Conference, 1957	
Administration—		
1. Deputy Development Commissioners (Women) should be created where Directors of Women's Welfare did not exist and where they exist, they may be designated as Ex-Officio Deputy Development Commissioners.	Mt. Abu Conference 1958 ..	Three States already had Women's Welfare Departments. Kerala, Madhya Pradesh West Bengal, Orissa, Tripura and Bihar have appointed State level Women Organisers.
2. Appointment of School Mothers.	Mt. Abu Conference 1958	
3. Designation of Mukhya Sevikas should be applicable to the Block and the Social Welfare Board workers.	Womens Advisory Committee 1958.	

ANNEXURE—*concld.*

Recommendation on	When and by whom recommended	Remarks
4. Two Gram Sevikas should be continued in the post-intensive block also.	Mussoorie Conference 1957 ..	Implemented.
5. Provision of residential accommodation to Mukhya Sevikas and Gram Sevikas.	Mt. Abu Conference 1958, Mysore Conference 1959 and Estimates Committee.	
Coordination—		
1. Immediate steps should be taken to ensure proper and effective coordination of the work of various women's organisations in the country specially the All India Village Women's Organisation.	Nainital Conference 1956 and Women's Advisory Committee 1958.	

AGENDA ITEM IV (2)(a)—TRAINING OF AND INCENTIVES TO YOUTH WORKERS

It is imperative that youth, which represents the most dynamic force of the community, should play a leading role in development activities. Youth provides the energy which makes the society move in progressive directions. In every village there is available a small number of youth workers who are interested in doing work for their group, community and village but in a large number of cases they are not effective due to the absence of organisational support available to them and also due to their limited knowledge of development activities. If selected youth workers are properly trained and provided with good incentives, the resultant youth corps could spearhead the different activities and increase the tempo of Community Development. The Ministry of Community Development has drawn up a programme for the training of youth workers, and as a first step in the implementation of this programme, a National Level Camp consisting of Directors of Youth programmes in States, representatives of voluntary organisations, Principals of selected Gram Sevaks Training Centres, Chief Instructresses of Gram Sevikas Training Centres and representatives of the concerned Central Ministries was held between the 29th of June and 3rd July, 1961 at Tara Devi (Simla). According to the recommendations of this Camp, the State level camps will be completed by September-October this year and at least two lower level camps for field workers completed by the end of this year. The entire programme of training of about 20,000 youth workers will also be completed by the end of 1962. The camp also recommended that the immediate objective should be to set up at least one good youth club in each Gram Sevak's Circle so that this can become a model for similar youth clubs to be established in each village or village Panchayat within.

It is also considered desirable to provide additional incentives to deserving youth workers and youth clubs. The following may be the form in which incentives may be given—

(1) All India Study Tours.

(2) Organisation of All India Rallies and Camps.

(3) Individual and Community Awards.

All India Study Tours—To enable youth workers to acquire an awareness of similar activities in other parts of the country and to assist them in equipping themselves better for discharging their duties, selected youth workers may also be sent on Bharat Darshan tours. These tours may be organised for blocks within the district; from district to district within a region; from region to region within the State and from State to State within the country. If this proposal is agreed to, a scheme for this purpose will have to be drawn up on the same lines as the scheme for All India study tours. The selection of youth workers for these tours, may be made by non-official committees at various levels. Details of the scheme will be worked out by the Ministry if the proposals receive the general approval of the Annual Conference.

Organisation of All India Rallies and Camps—At selected places, regional and All India rallies may be organised. These rallies will be the meeting ground where selected youth, who have done meritorious work in the field, would come to live together for a period of a week to 10 days. At these rallies

and camps, they would hold discussions, organise recreational programmes and exchange experience. Such rallies would also assist the periodic evaluation of the programme in the country.

Individual awards in the shape of sanads and Certificates—This Ministry, in its letter dated the 8th June, 1961, has suggested to the State Governments the institution of a system of awards and recognition for outstanding workers in the various fields connected with Community Development. These awards are to be given on National days like Republic Day and Independence Day. Such a system, it is expected, would provide adequate incentives to outstanding youth works in the States.

The Development Commissioners may consider the manner in which prizes and incentives should be provided to individual workers.

Community awards—For this purpose also it may be necessary to organise a competition on the lines of the competition among the best villages. While providing for community awards, it will have to be ensured that the selections are done on an organised basis so that there will be uniformity in the criteria that are laid down. It is also to be considered in what form prizes should be awarded to the organisations and whether the prizes should be given to the Youth clubs as such or they should be given to the village. This would depend upon whether the unit for the competition would be an individual organisation or the village as a whole. Development Commissioners may offer their comments about the desirability of providing such incentives and how and in what manner it should be done.

If the above proposals for higher training of youth workers and for award of incentives are agreed to generally in principle, the details including the cost of awards etc. will be worked out later.

The Conference may therefore consider these proposals and give its recommendations specifically on the following points—

1. The need for higher training for Rural Youth Workers.
2. Provision of higher training to 5,250 select Youth Workers, at the rate of one per block at S.E.O.T.Cs. and other Centres for a period of 3 months, the programme commencing from 1963-64.
3. Award of incentive to deserving youth workers and youth clubs through—

(*a*) All India study tours;

(*b*) Organisation of All India Rallies and Camps; and

(*c*) Individual and Community awards.

AGENDA ITEM IV (2)(*b*)—TRAINING OF AND INCENTIVES TO WOMEN WORKERS

The Annual Conference on Community Development will be discussing under Agenda item No. IV, this Ministry's letter on the welfare programme for women and children, issued on the 3rd May, 1961 (Page 56 of the Agenda notes). In the letter, emphasis was laid on the efforts to be made at the village level to promote voluntary organisations and to associate women workers with

the programme, the objective being to build up women's organisations and a corps of women workers like Gram Lakshmis and Gram Kakis who can in course of time take over the programme of women and children.

2. The pattern of training recommended by the Ministry consists of a short duration training in 2 to 5 days' camps and a long duration training of 4 weeks. The short duration camps are to be organised on the general pattern of the gram sahayaks' camps and expenditure of Rs. 1·50 nP. per day per trainee could be incurred from the block budget. The long duration training is to be given in the Gram Sevikas' Training Centres, in two courses of two weeks each, the total number of women workers to be trained should not exceed 10 per block. An expenditure of Rs. 57 is to be incurred per trainee from the block budget; the trained workers may have to be paid an honorarium ranging from Rs. 10 to Rs. 25 per month. From the information available, not much progress has been made in the training of women workers in the States, particularly in the courses of longer duration. The Development Commissioners may consider wherther the two schemes need any modification and what are the practical difficulties which are coming in the way of making a rapid progress in the implementation of the schemes and how they could be overcome.

3. Besides these two types of training, it may be necessary to introduce higher training for active and enthusiastic workers in institutions like Mukhya Sevikas' Training Centres. This training, it is expected, would make the workers more useful; and for this purpose special fellowships may have to be granted to selected women workers. This training could be of three months' duration and the selection for the fellowships may be made from among the following persons—

(i) those who have received institutional training;

(ii) those who are members, either elected or co-opted of panchayat samitis;

(iii) members of functional sub-committees; and

(iv) field staff of women organisations operating in the block.

The agency for selection will also have to be settled The Development Commissioners may consider the desirability of providing for such training and indicate whether the expenditure for the fellowships could be met out of the block budget.

4. To stimulate and sustain the interest of the workers in the programme, it is considered necessary that outstanding women workers are provided with further incentives besides training. With this objective in view, it is proposed that each year within each block, an attempt should be made to select outstanding workers and to give them such awards which would stimulate their efforts on the right lines. These awards, it is envisaged, would encourage them to put in even better efforts and to become model workers for the rest of the community. The incentives could be in the following forms—

1. Individual awards in the shape of sanads and certificates.
2. Community awards.
3. All India Study Tours.

5. *Individual awards in the shape of sanads and certificates*—This Ministry, in its letter dated the 8th June, 1961 has suggested to the State Governments the institution of a system of awards and recognition for outstanding workers in the various fields connected with Community Development. These awards are to be given on National days like Republic Day and Independence Day. Such a system, it is expected, would provide adequate incentives to outstanding women workers in the States.

6. *Community awards*—For this purpose also it may be necessary to organise a competition on the lines of the competition among the best villages. While providing for community awards, it will have to be ensured that the selections are done on an organised basis so that there will be uniformity in the criteria that are laid down. In practice, this may be difficult to achieve particularly because there are a variety of women's and children's organisations. It is also to be considered in what form prizes should be awarded to the organisations and whether the prizes should be given to the Mahila Mandals as such or they should be given to the village. This would depend upon whether the unit for the competition would be an individual organisation or the village as a whole. Development Commissioners may offer their comments about the desirability of providing such incentives and how. and in what manner it should be done.

7. *All India Study Tours*—To enable women workers to acquire an awareness of similar activities to other parts of the country and to assist them in equipping themselves better for discharging their duties, selected women workers may also be sent on All India Study Tours. These tours may be organized for blocks within the district; from district to district within a region; from region to region within the State and from State to State within the country. If this proposal is approved, a scheme for this purpose will have to be drawn up on the same lines as the scheme for All India Study Tours. The latter scheme costs Rs. 5 lakhs, and is to be implemented during the Third Five Year Plan. The selection of women workers for these tours, may be made by non-official committees at various levels. Details of the scheme will be worked out by the Ministry if the proposals receive the general approval of the Annual Conference.

8. The Development Commissioners may—

(*a*) consider the difficulties in implementing the two existing schemes for the training of women workers and suggest any alterations or improvements;

(*b*) offer their comments on the need to provide institutional advanced training to women workers;

(*c*) offer their suggestions on the need and the method for granting individual awards to outstanding workers in the field of women's and children's programme;

(*d*) consider how and in what forms community awards could be given to the various organisations and the methods of selection; and

(*e*) give their reactions to and offer their suggestions on the proposed scheme of All India Study Tours exclusively for women workers.

Agenda Item V—INTEGRATED PUBLICITY PROGRAMME

I. *Integrated Publicity Programme for the Third Plan Period*—

Since October, 1952, when the Community Development Programme was launched, the Ministry of Community Development has been producing various types of publicity and educative literature. These have proved useful tools in the hands of the community development workers in the field. These efforts were supplemented to a great extent by the other Ministries at the Centre as also by the Publicity Directorates and other departments in the States. With the transfer of power and responsibilities to the Panchayati Raj institutions, a re-orientation of the publicity programme through an integrated approach is considered necessary.

2. Keeping in view the above objectives, the Ministry of Community Development and Cooperation has drawn up a list of the various publicity materials already produced by it and the other Ministries in the Centre. A careful scrutiny has been made of this material with a view to finding out (*a*) what should be retained and reprinted (*b*) what should be revised, made up-to-date and reproduced (*c*) what could be declared obsolete. This has helped in weeding out a number of unnecessary materials as also in avoiding duplication of effort in the coming years. A programme together with a list of publications for the entire Third Plan as has been attempted by the Ministry of C.D. & C. is in annexure 'A'.

3. The programme has been prepared with a view to selecting some of the more important topics on which intensive publicity and educative campaigns are proposed during the year. The Conference may review the working of the previous and the existing publicity programmes and suggest, in the light of the experience gained, lines for future action and comment on the programme drawn up. The need to avoid overlapping programmes and effecting co-ordination between the Centre and the State Governments is stressed.

4. As in the Centre, similarly in the States, the Development Commissioners may like to assess the extent of publicity and educative materials available in the States and the plan their respective publicity programmes. They may also consider the proposal of sending copies of all their publications to the Development Departments of the other States. This will keep each State Government informed sbout the materials produced by the other States and help in the exchange of ideas in this particular field.

II. *Publication in Regional Languages*—

Although the Ministry of Community Development and Cooperation have brought out a number of publications, these are not able to reach the widest public—official or non-official—because they are mostly in English. The Ministry have not adequate resources to bring out all the publications in all the regional languages. Nor is it perhaps desirable. Not only local slang and character are apt to be lost in such publications by the Ministry, but also being of a general nature, it will not be possible to include in them materials of regional interest.

2. In the circumstances it may be best for the Ministry to concentrate on publications in English only. These could be translated, *with suitable additions and alterations to meet local requirements*, by the State Governments. The same policy could be adopted as regards the publication of books used as study kits. With the introduction of Panchayati Raj, it has become imperative that panches, Sarpanches, etc., should have study-kits of their own and in their own languages as soon as possible. The Conference may consider this suggestion and advise on it.

III. *Panchayati Raj Journal*—

In pursuance of the recommendations of the annual conference on community development held at Mysore in July, 1959, the Ministry of C.D. & C., formulated a scheme for bringing out regional language editions of 'Panchayati Raj' journal by State Governments and offered 50 per cent subsidy on the cost of production. The scheme was circulated to the State Governments in May, 1960 and was also discussed at the last annual conference held at Srinagar. Most of the State Governments have accepted the scheme in principle. Some of the State Governments, proposed utilising their existing regional language journals for propagating the concept of C. D., and Panchayati Raj. This was accepted. As a part of the scheme, State Governments agreed to incorporate the material contained in the Central Government's English journal 'Panchayati Raj' in their regional language editions.

2. The progress of the implementation of the scheme was recently reviewed. From the copies of regional language journals received from some of the State Governments, it is found that these journals do not generally incorporate to any substantial extent material contained in 'Panchayati Raj'. The Ministry of C.D. & C. is not aware of the difficulties experienced by the State Governments in incorporating the material in their regional language editions. The conference may, therefore, examine the position after taking into consideration the special difficulties, if any, experienced by the State Governments.

IV. *Distribution Arrangements*—

The conference may also like to review the arrangements made by the State Governments for distribution of the publications. So far as the publications of the Ministry are concerned, these are distributed through the State Development Department, or through Collectors. As the publications are mostly in English, copies are kept in the office of the Block Development Officer or in the Information and Community Centre. These are, it is presumed, loaned to any one who wants copies for study and reference purposes. The need for distributing copies to village or Panchayat libraries, wherever these are in existence may be considered. The print orders will have to depend on the number of institutions to be supplied with copies. The question of payment for certain of the publications may also arise.

V. *Village Libraries*—

In view of the large number of periodicals and publications received by the block administration from the Central and State Governments, it is necessary that the Block Information Centre should become a distributing centre for these publications. A system of distribution with the help of the V.L.Ws should be worked out by each Block. When the V.L.Ws go to attend

the monthly staff meeting, they could be entrusted with a bundle of periodicals so received for distribution at the village centres. Periodical exchange of these publications among the V.L.Ws every month will provide facilities for making available all the publications to each of the V.L.W. circle offices during a span of say, six months. The V.L.W. circle office could in turn become a sub-centre for distributing these periodicals among the villagers through the Panchayat library.

VI. *Information and Community Centres*—

The Fourth Development Commissioners' Conference held at Simla in 1956, had recommended that Information and Community Centres should be established at each Block Headquarters. The sixth Conference held at Mussoorie in 1957 had opined that it was essential that the Information centres should start alongwith the inauguration of the Block. The progress on this has been rather slow. As against 3,110 blocks established so far, only 2,137 Information Centres have been set up (see Annexure 'B'). This Conference, may, therefore, take into consideration the slow pace in the establishment of Information and Community Centres and suggest ways to speed up the setting up of these centres.

VII. *To sum up the Conference may consider and advise on*—

(*a*) the Ministry's programme of integrated publicity for the 3rd Plan (Para I).

(*b*) Evolving an integrated programme in the States (Para I(3)).

(*c*) Proposal for exchange of copies between State Governments (Para I(4)).

(*d*) Publication in regional languages (Para II).

(*e*) Publication of "Panchayati Raj" Journal in regional Languages (Para III).

(*f*) Distribution arrangements (Para IV).

(*g*) Village libraries and rotation of publications (Para V).

(*h*) Setting up of information Centres (Para VI).

RADIO RURAL FORUMS

(Ministry of Information & Broadcasting)

The Radio Rural Forum is a club of about 15 to 20 villagers who gather once a week (every Tuesday in the evenings) to listen to a special radio programme that is broadcast from practically every station of All India Radio and that is built around one or the other specific problems of the villagers in their region, such as agriculture, cattle improvement, sanitation, education, etc. Immediately after listening to the programme, the members of the Forum have a free and thorough discussion about the problem and its relation to their own life. Thereafter the Convener of the Forum, who is one of the villagers, sends a report to the Radio Station concerned not only giving the gist of the discussions but also raising queries, doubts, etc. The Radio Station on receiving

these questions, contacts the State Departments concerned and, in the subsequent programme, replies to these questions. In some villages, after the discussion, the Forum also undertakes some voluntary community work. The main purpose, however, is to use the radio programmes as a starting point for discussion which would lead to an increase in the knowledge of the villagers and give them an opportunity to react spontaneously to some of the development projects.

2. The Forums were initially started with the aid of UNESCO in the pilot project around Poona in 1956 in which 125 Forums were organised in five districts. Thereafter the matter was discussed with the Ministry of Community Development and Cooperation and also at the Conference of State Development Commissioners at Mt. Abu in May 1958. After a preparatory training of officers nominated by various State Governments, the programme for the organisation of Radio Rural Forums all over the country was launched on 17th November 1959, the inauguration having been performed by the Minister for Community Development and Cooperation through a radio broadcast. Since then, nearly 1,900 Forums have been formed in all States except Assam, Madras and J. & K. The present number of Forums in the various States is indicated below—

1. Andhra Pradesh	111
2. Bihar	40
3. Gujarat	200
4. Kerala	104
5. Madhya Pradesh	42
6. Maharashtra	284
7. Mysore	190
8. Orissa	173
9. Punjab	61
10. Rajasthan	384
11. Uttar Pradesh	189
12. West Bengal	66
13. Delhi Administration ..	27
14. H.P. Administration ..	29
15. Pondicherry	3
16. Manipur	10

3. The experience of the last two years has shown that the Radio Rural Forum movement has proved a useful agency for obtaining the active interest of the common man in the Plan and for eliciting his response to constructive activities and measures. The Forum movement should therefore no longer be treated as an experiment. At present nearly 90,000 community sets of various kinds have been installed in villages in different parts of the country. The ultimate aim should be that every community set should have one Radio Rural Forum. However, at the Conference of the State Directors of Information held in February 1961, it was decided that an attempt should be made to organise

the Radio Rural Forums at a least 25 per cent of those villages that have community sets. This means that nearly 25,000 villages should have Radio Rural Forums as against 1,900 at present. It needs hardly to be pointed out that with such a large number of groups functioning all over the country, it would be possible to influence the minds of the people on constructive lines since small groups of this nature are a better instrument of spreading constructive ideas than mass gatherings.

4. The interest of the Ministers for Community Development is sought in this scheme particularly in the following matters—

(a) The Field Organisation of the Radio Rural Forums is the responsibility of the Block Development Officers and the Social Education Officers. It is suggested that the Social Education Officers should be called upon to give more attention to the organisation and working of the Forums. District Planning Officers should be asked to include a report about the functioning of the Forums in their monthly returns to the Deputy Development Commissioners;

(b) In every State, there should be a whole-time Chief Organiser of Radio Rural Forums, if the number is to be increased to the extent indicated above. Some States have already appointed Chief Organisers but some of them have treated it as a part-time work. These appointments will naturally have to be treated as Plan appointments;

(c) The payment of a sum of Rs. 5 per month towards stationery and postage expenses to the Convener of every Forum should be regarded as a legitimate charge on the Social Education grant of the Development Block; the grant may be in cash or kind.

5. Forty copies of the Guide for Field Organisation—Radio Rural Forum, are sent herewith for the use of the State Ministers of Community Development.

MAINTENANCE OF COMMUNITY LISTENING SETS

(Ministry of Information and Broadcasting)

Community Listening sets are distributed among villagers under the Central Government subsidy scheme. Under this scheme, 50 per cent of the cost, subject to a maximum of Rs. 125 of every community set is met by All India Radio and the remaining 50 per cent is provided by the State Government and the villagers. There are at present 69,970 community sets under the Central Government subsidy scheme; it is expected to provide during the Third Five Year Plan period another about 30,000 sets.

2. The success of this scheme lies in the proper maintenance of the community sets. In 1957, a scheme for the maintenance of community sets was drawn up by the Ministry of Information and Broadcasting and furnished to every State Government. It was suggested to the State Governments that on this basis they may set up their own maintenance organisations. It seems that there are still some States that have not set up such an organisation. A breakdown of set creates a prejudice in the minds of the villagers against the community listening scheme.

3. Though the scheme for the maintenance of, and repair to sets may seem to be expensive, part or whole of the cost could be realised from the villagers that benefit from the scheme. This has been done in quite a few States. Detailed information on this point will be furnished, if desired.

4. The stage has not yet come when the village panchayat could be left to take the sets dir ctly to the towns for repairs. In the first place, there are very few towns in the neighbourhood of the villages which could have Radio Mechanics competent to repair the sets and for arranging the supply of batteries. Secondly, one of the main purposes of the community sets is to provide to the villagers the programmes on development activities, etc. which are included in the Rural programme of All India Radio broadcast from the various Stations. If the community sets are taken to the private repairers, the special arrangements for listening to the Radio Station's programmes will be tampered with. Consequently, there is a danger of the community sets being used for listening to programmes other than those meant for development and constructive activities. That will also lead to the quickly using up of the batteries and will frustrate the very object with which the community sets have been installed. In the circumstances, it is suggested that for several years to come the Maintenance Organsiations for the community sets should be efficiently managed. In the meanwhile, the possibilities of transistorised sets requiring ordinary charged batteries, being made available to villagers under the community listening scheme, will be examined.

ANNEXURE 'A'

GOVERNMENT OF INDIA

MINISTRY OF COMMUNITY DEVELOPMENT AND COOPERATION

Integrated Publicity Programme—III Plan Period

I. *Publications*

A. *C.D.* (*Basic*)—

1. History of C.D. Programme in India.
2. C.D. Programme in Third Plan.
3. Community Development—An Anthology.
4. Kurukshetra Symposium.
5. Ethics of Behaviour.
6. What is Extension.
7. Historical Growth of Community Development Movement in India.
8. A Guide for Bharat Darshan Tours (Pictorial folder).
9. A Guide to Community Development (Revised Edition).
10. People's Programme—C.D. in Cartoons (Revised Edition).
11. People's Movement—Community Projects in Pictures (Revised Edition).
12. Road to Welfare State (Revised Edition).
13. Community Development Programme (Brochure) (Revised Edition).
14. Programme of Community Dev. (Green Pamphlet) (Revised Edition).
15. Community Development at a Glance (Revised Edition).
16. Block Personnel under Community Development Programme (Revised Edition).
17. We and Our Country (Revised Edition).
18. Three Basic Institutions (Revised Edition).
19. Seven Years of Pilgrimage (Revised Edition).
20. You and Community Development (Revised Edition).
21. We and Our Community (Revised Edition).
22. C.D. Mobilisation and Group Formation (Reprint).
23. Gram Sevak's Guide to Increasing Agricultural Production (Reprint).

B. *Panchayati Raj*—

1. Panchayati Raj—Philosophy and Objectives.
2. Panchayati Raj—A Guide to Operations.
3. Enrich your Panchayat.
4. You and Panchayat.
5. Panchayats—Past and Present.
6. Local Self-Government in India—Past and Present.
7. Swaraj comes to you.

8. The New Administrator.
9. Our Village Courts.
10. Panchayat and the Cooperative.
11. Panchayat and Village School.
12. Panchayat in Tribal Areas.
13. A Tale of five Panchayats.
14. The New Picture of your Village.
15. Lessons from the past.
16. Panchayats develop common grazing grounds for cattle.
17. Revenue earning schemes of Panchayats.
18. Fire fighting by Panchayats.
19. Panchayats and Weaker Sections of Community.
20. A day with a Sarpanch.
21. A Model Panchayat.
22. Panchayats and official agencies (New Roles).
23. Resources of Panchayats.
24. Panchayats at work.
25. Panchayat and Panchayat Samiti.
26. Panchayat Samiti and the Zila Parishad.
27. Agro-Industrial Society.
28. Panchayati Raj and Local Self-Government in other countries of the world.
29. Panchayati Raj and Social Education.
30. The People behind Panchayati Raj.
31. Voluntary Agencies in Panchayati Raj.
32. Panchayati Raj and place of associate organisations.
33. Panchayati Raj and Women.
34. Panchayati Raj and Youth.
35. Role of Panchayats, Panchayat Samitis and Zila Parishad.
36. Gaon Sabha.
37. Train them to govern themselves.
38. Train your Masters.
39. Grassroots of democracy.
40. Panchayats at a Glance (Revised Edition).
41. Panchayati Raj in Progress, Panchayati Raj in Action (Revised Edition).
42. Legislation on Panchayati Raj (including rules of business) (Revised Edition).
43. Our Block Development Committee (Panchayat Samiti) (Revised Edition).

C. *Training—*

1. Non-official Training.
2. Manual on Village Leaders' Training Camp.

Text Books—

3. Genesis, Philosophy and Objectives of C.D. Programme.
4. Rural economics, village and small industries.
5. Rural sociology, community organisations.
6. Extension, teaching methods, teaching technique.
7. Social Education and Education.
8. Extension Service Programme.
9. Coordination between officials and non-officials in C.D. Programme.
10. Planning including village plans.
11. Sammelans and Study Tours.
12. The Philosophy of Community Development. The Development in India as compared to the development in other developing countries.

Syllabi—

13. Orientation Course at the Central Institute.
14. Training of Trainers.
15. Orientation Training at the Orientation and Study Centres.
16. Job Training for B.D.Os.
17. Study Course at the O. & SCs.
18. Job Course for S.E.Os.
19. Job Course for Mukhya Sevikas.
20. Refresher Course for Mukhya Sevikas.
21. Refresher Course for S.E.Os.
22. Orientation Course for S.E.Os. (Tribal Workers).
23. District Panchayat Officers.
24. A Guide to the Working of O & SCs and SEOTCs.
25. Facts and Figures regarding achievements.
26. Syllabus for the training of Panchayat Secretaries.
27. Syllabus for the training of non-official members of the Block Development Committees.
28. Syllabus for the training of Sarpanches.
29. Syllabus for the training of non-officials and part-time officials in the District Institutions.
30. Syllabus for the training course to the workers working in Multi-purpose Tribal Blocks.
31. Syllabus for training of Gram Sahayaks.

Books to be published under the Basic and Cultural Literature Scheme

32. Social Reformers of India.
33. Saints of India.

34. Great Women of India.
35. India's Festivals.
36. India's Folklore (based on the Pancha-tantra & Hitopadesh).
37. Leaders of India's Freedom Movement.
38. India's Rivers.
39. Our Neighbours.
40. Principal Cities of India.
41. Religions of India.
42. Stars and Planets.
43. Great Scientists of India.
44. Children's Games.
45. Great Authors of India.
46. India's Cultural Heritage—
    (*a*) Art, Achitecture and Sculpture.
    (*b*) Paintings.
    (*c*) Dance and Music.
47. Heroes of Indian History.
48. Our Epics.
49. Our Tribal People.
50. Places of Pilgrimage in India.
51. Our National Anthem.
52. Story of our Flag.
53. Prevention of Common Diseases.
54. Indian Handicrafts.
55. Folk Dances of India.
56. The Autobiography of Pt. Moti Lal Nehru.
57. The Autobiography of Poet Tagore.

D. *Cooperation*—

Programme—

1. Service Cooperatives.
2. Cooperative Processing.
3. Cooperative Farming—Questions and Answers.
4. Industrial Cooperatives.
5. Cooperative Marketing (Revised Edition).

Cooperative Training—

6. Service Cooperatives—How to organise and run them.
7. Translation in regional languages of the following pamphlets—
   (*i*) You and Your Cooperative Member.
   (*ii*) You and Your Cooperative—M.C.—Member.

8. Text books on institutional training—
   (i) Cooperative Law.
   (ii) Cooperative Audit.
   (iii) Cooperative Business Management.
9. A Guide to Cooperation for VLWs.
10. Procedure and account keeping in village cooperative society.
11. Cooperators in the making.
12. A Guide to Cooperation for Secretaries of Cooperative Societies.

Other Guide Books—

(i) Cooperative Banking.
(ii) Cooperative Marketing.
(iii) Land Mortgage Banking.
(iv) Industrial Cooperatives.
(v) Consumers' Cooperatives.

13. Our Education Programme (Revised Edition).

Public Relations—

14. Cooperative Development in Third Plan.
15. Stories of some successful Cooperative Societies.
16. Cooperation in Tribal Areas.
17. Cooperation among Backward Classes.
18. Cooperation among Women.
19. Cooperation in India (Revised Edition).

Sahakari Samaj—

20. Sahakari Samaj.
21. Panchayati Raj—Sahakari Samaj—Samuhik Vikas.

Basic Literature on Cooperation—

22. Translation in English of Shri Rabindranath Tagore's book "Sama. vayaniti".
23. Anthology of Articles on Cooperation by Eminent India Cooperators.
24. Cooperative Farming—A Symposium.

Administrative Intelligence—

25. Cooperation at a glance—Facts and Figures.
26. Important Letters on Cooperation.

E. *Programme Division—*

Agriculture—

1. Agriculture and Community Dev.
2. Panchayat and Agriculture Production.
3. Subsidiary Foods and Nutrition Programme.
4. Village Production Programme.
5. Improved Agricultural Implements.

6. Mixed Farming.
7. Multiple Cropping.
8. Crop Rotation.
9. Role of Gram Sahayaks in increasing agricultural production.
10. Ammonium Sulphate Nitrate.
11. Super Phosphate.
12. Compost is easy to prepare.
13. Oil Cakes.
14. Bone Meal.
15. Green Manure.
16. Fish and Meat Meal.
17. Reclamation of alkaline and saline lands.
18. Contour bunding.
19. Wind erosion—wind brakes—shelter belts.
20. Afforestation by Panchayats.
21. Horticulture by Panchayats.
22. Common pests and diseases and their control.
23. Cultivation of pulses.
24. Ragi cultivation.
25. Barley cultivation.
26. Linseed cultivation.
27. Groundnut cultivation.
28. Saff flower cultivation.
29. Potato cultivation.
30. Tobacco cultivation.
31. Sweet potato.
32. Ber.
33. Onla.
34. Coconut.

Animal Husbandry—

35. Key Village Scheme.
36. Manual on Animal Husbandry.
37. Six Good Fodder Crops.
38. Poultry farming by Panchayats.

Fisheries—

39. Fish culture in Small Ponds.
40. Cooperative Fisheries.
41. Fish Seed production and transportation.
42. Induced breeding.
43. Grow your own Fish.
44. Manuring of Ponds.

45. Weed control measures.
46. Improved fishing gear.
47. Assistance to fishermen.
48. Diseases of fishes and measures to control these.
49. Nutritive value of fish and recipes of selected fish preparation.
50. Fish Processing.

Rural Industries—

51. Cooperative Farming and integrated development of rural industries.
52. Ancillary and feeder industries in rural areas.
53. Rural and Industrial Estates.
54. Gram 'Ekais' or integrated development centres.
55. Planning Industries in rural areas.
56. Roll of Panchayat in promoting Rural Industries.
57. Common facility centres in rural areas.
58. Resources for rural industries.
59. Technical know how series.
60. Improved Tools and Equipment for Rural Industrialisation.
61. Cowdung Gas Plant.

Education and Social Education—

62. Associate Organisation.
63. Youth Programme.
64. Manual on Youth Organisations.
65. Tribal Development.
66. Handbook on Rural Sports and Festivals.
67. Rights of Weaker Sections.
68. Library services in rural areas.
69. Adult Education in villages.
70. Role of Panchayat in promoting Education.
71. Rural Entertainments.
72. Training of Social Education Workers.
73. Training of Voluntary Workers.
74. Training of Rural Youth Workers.
75. School as a Community Centre.
76. Universal Primary Education in rural areas.
77. Roll of School teacher in rural community.
78. School teacher as an Adult education worker.
79. Handbook on different tribes.
80. Tribal Arts and Crafts.
81. Tribal Institutions.
82. Multipurpose Tribal Dev. Blocks.
83. Training of Tribal Development Workers.

Health & Sanitation—

84. Public Health—Do's and Dont's.
85. Nutrition under village conditions.
86. Primary Health Centres, etc.
87. Cleanliness with special emphasis on environmental sanitation.
88. Control of Guinea-worm infestation.
89. Role of Panchayat in promoting Public Health and Sanitation.
90. Health Services.
91. Wholesome meals for millions.
92. Family Planning.

Women and Children Programme—

93. Mahila Mandals.
94. Labour Savings Devices under Village conditions.
95. Clothing—how to select material—washing—mending—making simple garments.
96. Rituals and ceremonies and festivals—their educational aesthetic values—how to reorient them to modern times.
97. Preservation of foods and fruits.
98. Simple lessons in poultry keeping for village women.
99. Guide to women workers.
100. Nutrition under village conditions.
101. Midday Meals—Menus and recipes for balanced diet under village conditions (for use of Mahila Mandals and schools).
102. Preventing wastage of foods by proper cooking methods.
103. Kitchen gardening throughout the year.
104. Trained and untrained Dai.
105. Diets for pregnant and nursing mothers.
106. A few lessons in home nursing.
107. Health Campaign under the III Plan and role of village women.
108. Child Welfare associations and movement in various parts of India.
109. Children's Museums.
110. Child Art Centres.
111. Small Savings.
112. Prohibition.
113. Untouchability.

Communications and Irrigation—

114. Publications on use of stabilised soil in rural roads.
115. Pamphlets on the application of irrigation water, such as "Choose your Irrigation Methods".
116. Water—Its use—conservation of water and connected Problems like water logging, field channels, etc.
117. Village Tanks.

118. Irrigation schemes by Panchayats.
119. Pamphlets on new techniques in rural housing.
120. Improve your village (The needs of growing villages—Master Plan—Alterations and renovations and amenities.
121. Better Seeds (Revised Edition).
122. Better Use of Land (Revised Edition).
123. Soil Conservation (Revised Edition).
124. Dry Farming (Revised Edition).
125. Green Manuring (Revised Edition).
126. Manual on Minor Irrigation Works (Revised Edition).
127. Irrigation, Water and the Community (Revised Edition).
128. Manual on Agriculture and Animal Husbandry in C.D. (Revised Edition).
129. Manual on Social Education (Revised Edition).
130. Organising Exhibitions in Rural Areas (Revised Edition).
131. Vikas Melas (Revised Edition).
132. Revival of Folk Arts (Revised Edition).
133. Information and Community Centres (Revised Edition).
134. Latrines for Improved Methods of Excreta Disposal in villages (Revised Edition).
135. Manual on Rural Health (Revised Edition).
136. Manual on Rural Housing (Revised Edition).
137. Manual on Village Road Construction (Revised Edition).
138. Guide to Gram Sevikas & Mukhya Sevikas (Revised Edition).
139. Gram Sevikas (Revised Edition).
140. Children's Welfare in C.D. (Revised Edition).
141. Report on the Study Team on Industrial Pilot Projects (Reprint).
142. Rajnath Report (Reprint).
143. Principles and Practices of Minor Irrigation in India (Reprint).
144. Visual Aids in C.D. (Reprint).

Audio-Visual and Visual Aids

II. *Films*

Panchayats—

1. Panchayati Raj.
2. Village Panchayat.
3. Enrich Your Panchayat.
4. Grassroots of democracy (Training of Panches, etc.).
5. Panchayats and Weaker Sections of the Community.
6. A day with a Sarpanch.
7. Panchayats and agriculture production.
8. A Model Panchayat.

9. Cheap and quick justice.
10. Panchayati Raj and associate organisations.
11. Panchayats and Official Agencies—New Roles.

Miscellaneous—

12. Story of a Village (Northern Region)
13. Story of a Village (Southern Region).
14. Rise of a Leader.
15. Wholesome Meal for Millions.
16. Village Tanks.
17. Village Teacher.
18. Multi-purpose Tribal Blocks.

Cooperation—

19. Labour Cooperatives.
20. Cooperative Farming.
21. Cooperative Marketing.
22. Consumers Cooperatives.
23. Women and Cooperation.
24. Cooperation among fishermen.
25. Cooperators in the making.
26. Housing Cooperatives.
27. Village Industries on Cooperative lines.
28. Cooperative Cotton Gins.
29. Cooperation in India.
30. Agricultural Processing Societies.
31. Cooperatives Education.
32. Urban Cooperative Banks.
33. Leadership amongst Cooperators.

III. *Visual Aids.*

Calender—depicting various activities under the Panchayati Raj Scheme. This is in addition to the usual Annual Calendar which also includes about four aspects of C.D. Programme.

Maps & Charts—

1. Map showing C. D. Blocks.
2. Map showing Training Centres.

} Annual features.

Panchayati Raj—

3. Visual Aids (Chart).
4. Panchayati & Cooperation (Chart).
5. Educating the masters (Chart).

Cooperation—

6. Coop. Sugar Factories (Map).
7. Cooperation in different States (Map).

8. Dev. of Cooperative Credit (Map).
9. Dev. of Cooperative Processing (Map).
10. Dev. of Cooperative Marketing (Map).
11. Cooperative Training (Map).
12. Dev. of Cooperation (Graphs).

Greeting Cards—

Special Postage Stamp—Panchayati Raj. (Annual feature)

Folders—

(Panchayats)—

1. Panchayati Raj
2. Enrich your Panchayat.
3. You and Panchayat.
4. Panchayat and Weaker Sections of the Community.
5. Panchayats in Tribal Areas.
6. Panchayat at Work.
7. Gaon Sabha.

(Cooperation)—

8. Marketing of food grains.
9. Marketing of cotton.
10. Labour Cooperative Societies.
11. Cooperative Stores in Schools & Colleges.
12. Cooperative Farming.
13. Cooperative Processing.
14. Cooperative Cold Storages.
15. Land Mortgage Banks.
16. Service Cooperatives.
17. Cooperative Consumers Stores.
18. Cooperative Education & Training.
19. Cooperative Sugar Mills in India (Revised Edition.)

Broadsheets—

(Panchayats)—

1. Panchayati Raj.
2. Panchayat.
3. Panchayat and Cooperative.
4. Panchayats & Agriculture Production.
5. Enrich Your Panchayat.
6. Activities of Panchayats, Panchayat Samitis and Zila Parishads.

(Cooperation)—

7. Cooperative Farming.
8. Thrift in Cooperation.
9. Cooperative Processing.
10. Women and Cooperation.
11. Consumers Cooperatives.
12. Cooperative Marketing Societies.
13. Cooperation and Village Industries.
14. Panchayat and Cooperation.

IV. *Exhibits*

1. Wheat (Flash Cards).

Panchayats—

2. Panchayati Raj (Flash Cards).
3. Resources of Panchayats.
4. Village Courts.
5. Functional Democracy.
6. Panchayat and Weaker Sections of the Community.

Cooperation—

7. Cooperative Farming.
8. Service Cooperatives (Flash Cards).
9. Cooperative Sugar Factories.
10. Cooperative Dairies.
11. Cooperation.

V. *Programme Division* *(Visual Aids)*

Folders—

1. Associate Organisations.
2. Village Latrines.
3. Labour Saving Devices under Village conditions.
4. Simple Improvements for the home.
5. Rural Industrialisation in Third Plan.
6. Better tools for rural industries.
7. Resources for rural industries.
8. Planning industries in rural areas.
9. Guide to Workers.

Broadsheets—

1. Health Services.
2. Improved Agricultural Implements.
3. Facts about fertilisers.
4. Typical small Industries for villagers.

5. Poultry Keeping.
6. Processing of agriculture produce.
7. Improved Tools.
8. Rural Industrialisation in Third Plan.
9. Resources for Rural Industries.
10. Planning Industries in Rural Areas.

Pictorial Manuals—

1. Harnessing Water for Irrigation.
2. Fisheries.

Exhibits (Flash Cards etc).—

1. Improved Agricultural Implements (Flash Cards).
2. Fish Culture (Flash Cards).
3. Paddy Cultivation.
4. Improved Tools
5. Village Arts.
6. Simple Improvements for the Home (Flash Cards).
7. Rural Houses.
8. Green Manure.
9. Rural Industries.
10. Rural Health Programme.
11. Family Planning.
12. Grow Your Own Fish.
13. Women's Programme.
14. Programme in Tribal Blocks.

ANNEXURE 'B'

*Statement showing Number of *Blocks and Information Centres in each State.*

Name of the State	No. of Blocks	No. of Centres
†Andhra	381	305
Assam	84	62
Bihar	355	330
‡Gujarat	129½	155 (Gujarat and Maharashtra together)
Maharashtra	238	
Jammu & Kashmir	52	52
Kerala	87	69
Madhya Pradesh	262	248
Madras	211	175
Mysore	164	83
Orissa	176	42
Punjab	153	140
Rajasthan	139	139
Uttar Pradesh	518	278
West Bengal	173	19
Union Territories	87½	40
	3110	2137

*This does not include pre-extension Blocks.

†According to our Annual report the total number of blocks stages I & II as on First March 1961 is 281. Andhra Pradesh Government vide their letter No. 182/Prog. VI/60 dated 7th November, 1960 has intimated that the total number of blocks having Information Centres is 305. (According to our Annual report there are 44 Pre-extension blocks in Andhra Pradesh).

‡We don't have separate information available about Information Centres in Maharashtra and Gujarat States. For erstwhile Bombay State we have the figure of 155 Information Centres available.

Agenda Item VI—FAMILY PLANNING

General—The latest census figures show that the population of India is about 438 millions. Revised population projections in the light of 1961 census indicate that the population will be about 492·92 millions in 1966 and 547·87 millions in 1971. In the light of this alarming increase in population, the family planning programmes assumes even greater importance and urgency that it did in the Second Plan and calls for intensification of the programme. Ways and means have to be thought of for mobilising all resources for this programme so that in the course of another decade or two the birth rate may show a decline. Since independence health measures have reduced the death rate from 25·9 per thousand during 1951—56 to about 21·6 per thousand during 1956—61. These rates will be further reduced on account of the intensive preventive measures that are being adopted in our country alongwith the programmes for improvement of positive health. Therefore, to cope with the diminishing death rate efforts have to be made to control the birth-rate. Population must be stabilised at a level consistent with the national resources. Family Planning is an essential element in the strategy of socio-economic development. The main object of family planning programme is to raise the level of living of the people, to ensure health and happiness of the family and fuller family life. In a recent message to the All India Conference on Family Planning held at Hyderabad, the President of India observed that "Keeping an eye on birth rate is an essential of planning for food". In a message on the Family Planning Day in 1959, the Vice-President of India, Dr. Radhakrishnan said "My way of looking at this problem is different. Every baby requires at least two or three years of continuous attention from the mother and every mother requires two or three years of rest and refreshment before she can have another baby. So in the interest of child welfare and mother's health spacing of families is essential". The immediate aim is undoubtedly reduction in birth rate. But Family Planning, however, is not only an emergency measure to control birth but is a social policy regarding family welfare giving the right to every family to have children by their own choice. The control of birth is not a negative social approach but a measure to bring up children with love, care and affection.

2. The Government of India started the family planning programme during the later part of the First Five Year Plan with a modest budget of Rs. 65 lakhs. In the Second Five Year Plan, there was a provision of Rs. 497 lakhs. The estimated expenditure during the Second Five Year Plan is about Rs. 450 lakhs. A programme provision of Rs. 30 crores has been made for the Third Five Year Plan for this programme.

3. The four important activities of the Second Five Year Plan were Service, Training, Education and Research. To carry out the programme effectively, a high power Central Family Planning Board was formed and a Director, Family Planning, at the Centre was appointed. Family Planning Boards were established in each State and a Family Planning Officer was appointed at the headquarters of each State. The family planning programme has been integrated with maternal and child health services and is an integral part of the total health programme in the country.

4. *Service*—Advice to couples on various methods of contraception and supply of material are now given through family planning clinic urban and rural, through hospitals, health centres, maternal and child welfare centres and voluntary agencies. The Government of India have made provision for the allocation of Rs. 1,500 per year for every Primary Health Centre dispensary in the rural areas for purchase of contraceptive material for free distribution to those whose income is upto Rs. 300 at half rates to those with income Rs. 300 to Rs. 500. In rural areas condom, foam tablets and jellies can be given free irrespective of income.

5. *Training*—The Government of India is giving every possible assistance for the training of personnel. Regional training centres and mobile training teams have been established for this purpose. Teaching institutions for doctors and medical ancilliaries are given 100 per cent financial assistance for establishing clinics for training purpose.

6. *Education*—A lot of education material including pamphlets, posters, charts, films, film-strips, lantern slides, etc. have been produced and distributed by the Government of India and the State Governments in English and other regional languages.

7. *Research*—Provision has been made for domographic, medical biological motivation and communication research and development of testing of contraceptives including oral contraceptive. Efforts are being made to produce all contraceptives in India.

8. *Sterilization*—The Central Family Planning Board has recommended that sterilization operation should be voluntary and with the consent of both husband and wife depending on the merit of each case and that the operation should be performed by trained surgeons in hospitals and institutions where adequate facilities exist. A number of State Governments have provided facilities for such operation and are also giving some cash subsidy to make up for the loss of working days. The figures show that there is increasing demand for sterilization operation. In one State, a target of 250 sterilizations per year per block has been indicated and field visits show that this target will be achieved.

9. *Progress*—During the First Five Year Plan period 20 rural and 125 urban clinics were opened. The Second Five Year Plan had a target of opening 500 clinics in the urban areas and 2,000 in the rural areas,. By March, 1961, the family planning services were made available at 2,940 rural and 873 urban centres (including 1,056 rural and 418 urban regular clinics). Offtake of contraceptives have considerably increased. The Second Five Year Plan commenced with 67 persons trained in ad hoc courses, provision for starting a training centre in Bombay and developing another at Ramanagaram, Mysore State. By March, 1961, three training centres (Bombay, Ramanagaram and Delhi) and fourteen regional training centres were developed and 3,646 persons were trained. A programme of leaders camp was started and were given ascertation. Sterilization programme steadily expanded and it is significant that the number of vasectomies in 1960 reported were 25,957 against 2,333 in 1956.

10. The family planning programme has made notable progress and in some respects beyond expectation. The progress in different areas, however, widely varies. This is mainly due to the consciousness of the "population problem" by the State Governments and acceptance of the programme by the people.

11. *Role of Community Development Programme in Family Planning*—Community Development organisation is spread right down to the field. Field workers like Gram Sevaks, Gram Savikas, Social Education Organisers and Mukhya Sevikas can do considerable work in creating a climate for the intensive development of this programme and in carrying the message to every village, that, is today, advice on family planning and free supply of contraceptives is available, for those who wish to adopt the programme of family planning. The role of these workers is purely that of educators and of carrying the message to the villagers. As a result of the unanimous recommendation of the Fifth Development Commissioners Conference held at Nainital, the subject of family planning has been included in the syllabus of the training of these categories of personnel. Talks are also given on the subject at all the Orientation and Study Centres set up by the Ministry of Community Development and Cooperation. This subject is also being discussed and studied by Syndicates of some orientation course at the Central Institute of Study and Research in Community Development at Mussoorie.

12. *Role of the Panchayats*—With the eetablishment of Panchayati Raj in the States, this programme will receive further emphasis. Members of the Panchayats should carry the message of family planning to all the people whom they represent. For this purpose, it would be necessary to include family planning in the short training course that are being conducted or going to be conducted for the Sarpanches, Up-panches and Panches. Those responsible for this training should intimately involve the District Health Officers to explain the importance and utility of family planning for improving the socio-economic conditions of the people to the trainees. Family planning is a very personal subject and as such, individual families have to be contacted and there can be no better organisation than people's own representatives at the Panchayat, to carry this programme to their electorate.

13. *Seminars*—A number of seminars of short duration are being organised all over the country in every district. A sum of Rs. 10 per head for 3 days camp is paid by the Government of India to bear the incidental expenses for these seminars. The Ministry of Community Development and Co-operation is considering the programme of holding short two/three days seminar on family planning in each block in a phased manner so that all the blocks can be covered by the end of the Third Five Year Plan.

14. *Summary*—(*i*) Wide spread awareness has been created but people still require sufficient motivation to make family planning as a way of life and adopt regular family planning practices.

(*ii*) It is the policy of the Ministry of Community Development and Co-operation to ensure that every family is covered and, as such, it becomes necessary that "family planning" should form an integral part of this plan. This was well illustrated by the Minister for Community Development and

Co-operation in a message for the last Family Planning Day when he said. "The men and women in the village are fully alive to the need for planning when they plant an orchard. They will understand how very important it is to plan the human orchard in the family". Every village, block, tehsil, taluk and district should form a group of voluntary workers for extending family planning programme and making each family in their area "family planning conscious".

(iii) The most important factor for the successful execution of this programme is to let the people know that today they can have children by choice and not by chance and for his purpose advice and free supply of contraceptives are available at all the Primary Health Centres and rural dispensaries, taluk and sub-divisional hospitals. Free flow of educational material and information and supplies should be established rapidly.

15. The Conference may discuss ways and means of carrying the message, as mentioned at (iii) above to the people. The Conference may also specify the role of Panchayats and voluntary organisations in this respect and may consider necessary steps in collaboration with the Department of Health to see that all the Primary Health Centres, rural dispensaries, taluk and thana and sub-divisional hospitals are adequately stocked with contraceptive material to meet the demands of the people.

Agenda Item VII—RURAL HOUSING (MINISTRY OF WORKS) HOUSING & SUPPLY)

(1) *Practical difficulties faced by the field officers in the various States] in] the planning and execution of Housing Projects under the Village Housing Projects Scheme—*

The Village Housing Projects Scheme seeks to bring about a coordinated approach to the problem of housing and connected programmes of development in rural areas, taking advantage of the provisions available with various Ministries and Departments of the Government of India and State Governments dealing with varied aspects of rural development. It is based on the concept of 'aided-self help' depending upon local initiative and cooperation in a large measure. This Scheme was introduced in October, 1957 and though the progress is not altogether discouraging, it has not been as satisfactory as we would have liked it to be. The reason is not, perhaps, far to seek. Unlike the urban housing schemes, where the responsibility of the Government is limited to the grant of loans and holding out certain encouragements to prospective builders, the Village Housing Projects Scheme depends for its success on securing the whole-hearted co-operation of the villagers, and ensuring that appropriate advantage is taken of the different inter-related programmes of rural development handled by different Ministries or Departments at the Centre and in the States. The implementation of such a scheme, by its very nature, is bound to give rise to a number of difficulties and therefore calls for a considerable degree of initiative and drive on the part of those in charge of the rural housing programme. While the success of the Scheme could be properly adjudged only after it has been in operation for a period of years, say 10—15 years, it is, however, necessary to effect such improvements as may be possible, on the basis of the experience gathered in the process of implementation. Among other things, difficulties could arise particularly in relation to the following aspects :—

(*a*) securing and maintaining the cooperation of the villagers ;

(*b*) coordination with the other connected Schemes—e.g. Ministry of Home Affairs Schemes for backward Classes, Ministry of Food and Agriculture Scheme for Landless labourers, etc.;

(*c*) sanction and disbursement of loans ;

(*d*) acquisition of land for expanding the village site ;

(*e*) selection of a group of adjoining villages as against individual villages ;

(*f*) securing necessary housing subsidy for residents of the selected villages belonging to Scheduled Castes, Scheduled Tribes, etc. under the appropriate programmes administered by the other Departments of the State Governments ;

(*g*) setting up of village industries in the selected villages—particularly Co-operatives for manufacture of building materials.

2. Procedural and other practical difficulties, alongwith policy matters, are discussed from time to time with the officials of State Governments and also at the annual Conferences of Housing Ministers, and suitable remedial measures are taken either in relation to the modification of the Scheme or with regard

to any other matter of importance. Nevertheless, since the Scheme is actually implemented in the Community Development Blocks more or less as part of the overall Community Development Programme, the Block Development authorities happen to be the primary implementing agencies in respect of this Scheme. It would, therefore, be desirable if the Development Commissioners could give some thought to this question on the strength of their first-hand knowledge of conditions in the field. It would be of help if they could bring out the practical difficulties faced particularly by the field staff, and suggest suitable remedial measures which might be capable of accelerating the progress of the Scheme during the Third Plan.

(2) *Establishment of village industries (on a cooperative basis)—particularly for the manufacture of building materials (such as bricks, tiles, lime, doors and windows, rafters, building hard-ware etc. in the villages selected for development under the Scheme)*.

The Village Housing Projects Scheme lays considerable emphasis on the use of locally available building materials for the construction of houses and co-operatives are expected to play a very important part in the production and processing of these materials. The Scheme is actually predicated on the assumption that improvement of housing is an integral part of the comprehensive economic development programme of the community in which the housing programmes are undertaken. Only then will the villagers be able to maintain their houses and repay without hardship the loans taken by them for rebuilding their houses. An increase in rural income should, therefore, be reflected in improved housing. At present, this income is being raised, gradually, by improvement in agricultural production and development of village industries. Attention will, however, have to be focussed, in an increasing measure, on the production of the essential building materials. The establishment of such village industries, apart from facilitating the improvement of housing standards, will also help to raise the rural income and provide a steady source of employment to needy persons, *particularly the landless workers.*

2. The primary need for a planned development of this nature would be to carry out a survey of raw materials and local talent available, nature and extent of demand for appropriate village industries and indigenous material etc. Village Industries (including those for appropriate building materials) on the basis of such surveys, have to be organised, obviously, on co-operative lines. The role of the State Government in the promotion of these industries would consist of the following salient steps :—

(*a*) organising suitable co-operative societies for the manufacture of building materials and for running any other village industry that may be set up in the project ;

(*b*) assisting such co-operative societies in securing registration and other connected facilities ;

(*c*) helping them to raise sufficient funds for their capital and working expenses, utilising for the purpose, provisions available for development of village industries (e.g. through Khadi & Village Industries Commission etc.) ; and

(*d*) ensuring adequate supplies of such raw materials as have to be imported from outside (e.g. coal for burning bricks in case any local fuel such as wood is not available in sufficient quantities).

3. 'Economic production rates' and adequate market for the products are two vital factors which will have to be provided for in the planning of these industries. Selection of groups of contiguous villages (say 5 or 6 in number) in each Block for development under the Village Housing Projects Scheme would greatly facilitate the establishment of 'sizeable' industries with a compact market. It is also essential to ensure a rationalised distribution of these industries over the group of selected villages in the block so as to provide, as far as possible, equal employment opportunities to the residents of these villages. As recommended in the Village Housing Projects Scheme, Cooperatives for different items (e.g. bricks and lime kilns, building components—doors, windows, beams, rafters etc.; building hard-wares—hinges, door chains, hasps and staples, locks etc.) if located in different villages would help in the achievement of this objective.

4. The question of establishment of village industries on these lines, besides helping to bring down construction costs and accelerating the progress of the Village Housing Projects Scheme, would also have a healthy effect on the rural economy of the area concerned. The matter, therefore, assumes considerable importance which deserves the earnest consideration of the Conference: the Development Commissioners may please indicate to what extent it has been possible so far to set up such industries in the villages selected for development under the Scheme. The Conference may also like to make specific recommendations in this regard to ensure adequate attention being paid to this particular aspect of the problem during the Third Plan.

5. Pilot Projects of Village and Small Scale Industries have been established all over India, with a view to developing and intensive and coordinated programme of cottage and small scale industries by providing an industrial extension service and liberal financial assistance. It would be of considerable advantage if as many common villages as possible are covered under the two Schemes, viz., the Scheme for setting up Pilot Projects of Cottage and Small Scale Industries, and the Village Housing Projects Scheme. Information recently collected from the State Governments and Union Administration, however, indicates that out of 12,300 villages covered by the 24 Pilot Projects of Cottage and Small Scale Industries, only 54 villages happen to be those selected under the Village Housing Projects Scheme. In view of the obvious advantages in coordinating the programmes under these two Schemes, the Conference may like to emphasize the desirability of selecting as many villages as possible for development under the Village Housing Projects Scheme from amongst those covered by the Pilot Projects. It is also necessary that the Departments implementing the Village Housing Projects Scheme work in close liaison with the Department dealing with the Pilot Projects in question (State Industries Departments) in the matter of selection of villages for development under the two Schemes.

(3) *Coordination of the programmes of various Ministries relating to Housing and connected development activities in rural areas—*

Apart from the Village Housing Projects Scheme of the Ministry of Works, Housing & Supply, provision for amelioration of housing conditions in rural areas exists also in the programmes undertaken by other Central Ministries for the welfare of weaker sections of the rural population, as indicated below:—

(*i*) Ministry of Home Affairs—Housing Schemes for Scheduled Castes, Scheduled Tribes and backward classes etc.

(*ii*) Ministry of Community Development & Cooperation—Rural Housing and Quarters for Block Development staff.

(*iii*) Ministry of Commerce & Industry—Housing Schemes for handloom weavers and for non-factory labour in Industrial Estates

(*iv*) Ministry of Food & Agriculture—Resettlement of landless agricultural labour.

Although the provision orginally proposed for the Village Housing Projects Scheme in the Draft Outline of the Third Five Year Plan was Rs. 15 crores, the State Governments have been able to accommodate in their Third Five Year Plans, a provision of about Rs. 12·7 crores only for this Scheme. The last Housing Minister's Conference held in December 1960, however, considered this provision to be inadequate and recommended that as over 80% of the country's population lived in villages, a provision of at least Rs. 30 crores should be earmarked for rural housing in the Third Plan. Efforts are, therefore, being made to obtain some additional funds from other sources which could be made available to State Governments over and above their Plan ceilings, for implementation of the Village Housing Projects Scheme.

2. It is not possible to make any definite assessment at this stage of the total expenditure likely to be incurred during the Third Plan period, on improvement of housing condition in rural areas, under the programme undertaken by other Central Ministries. It is, however, understood that the total provision likely to be made in the Third Plan for "housing and provision of house-sites" etc. to Scheduled Castes (including Sweepers and others engaged in unclean occupations), Scheduled Tribes and other backward classes etc., in about Rs. 3·20 crores. On the basis of the provision available for "rural housing" and "staff quarters for Block Development Staff", in the Schematic budget of the Community Development Blocks, it is tentatively estimated that a sum of about Rs. 20 crores might be spent during the Third Plan period on these programmes of the Ministry of Community Development and Cooperation in rural areas. It has not been possible to ascertain the exact or even approximate amounts that might be available during the Third Five Year Plan for provision of houses to handloom-weavers and non-factory labour in Industrial Estates or to landless agricultural labour, as it is understood, only lumpsum provisions have been made for the general programmes for development/welfare of these classes, and the amount to be spent for "housing" as such, would depend on actual requirements and the relative "priority" that could be given to it, *vis-a-vis* other developmental programmes in these particular fields.

3. From the foregoing, it can be roughly assessed that the total expenditure on housing programmes of various Central Ministries (including W. H. & S. Ministry) in rural areas during the Third Plan period might be of the order of about Rs. 40 crores. In addition, some of the State Governments have their own Schemes for grant of housing loans in rural areas. The actual provision likely to be made available by the State Governments for these Schemes during the Third plan period is not known at present.

4. As the village housing projects being established under the Village Housing Projects Scheme of the Government of India aim at a balanced overall development of the selected villages, it is absolutely necessary to ensure proper coordination among the authorities concerned with the implementation of not only the above housing programmes, but also other connected programmes of development in rural areas, e.g. rural water supply and sanitation (Ministry of Health), provision of Tube-wells (Ministry of Food and Agriculture), village industries (Ministry of Commerce and Industry), etc. In order to achieve this coordination at the Central level, an Inter-departmental Committee consisting of the representatives of the various Ministries concerned has already been set up by the Ministry of Works, Housing and Supply. Suitable instructions have also been issued by the Central Ministries concerned to the authorities in the States implementing the programmes, that while drawing up individual projects, preference should be given to the groups of villages covered by housing projects under the Village Housing Projects Scheme. Necessary coordination among the authorities responsible for implementation of the various aspects of rural development at the State level is, however, even more essential, in order to ensure that the funds provided in the Third Plan does find their way in adequate measure to the Villages selected under the Scheme. It is important that suitable machinery should be evolved at the State level, as also at the District/Block level, to effect necessary coordination so that the field officer and the State Rural Housing Cells know well in advance the money allocated for different purposes in the selected villages, and take effective measures for the proper development of the villages covered by the housing projects.

5. Some of the State Governments have already taken some measures to effect necessary coordination by setting up Coordination Committees at the State level. The most suitable organisations for the purpose at district and Block levels are considered to be the Panchayati Raj institutions e.g. the Zila Parishad/District Development Committee and the Block Panchayat Samiti/Block Development Committee. In view, however, of the importance and urgency of this matter, it would be advantageous if the Development Commissioners of various States would kindly consider ways and means for achieving effective coordination of the various aspects of rural development in the States and make suitable recommendations in this regard.

Agenda Item VIII—PROGRAMME FOR COVERAGE BY C.D. BLOCKS IN THE 3RD PLAN AND RELATED PROBLEMS

By October 1963 the whole Country is to be covered by Stage I C.D. Blocks. It follows that all pre-extension Blocks will have to be allotted by October 1962. A statement showing the proposed phasing of Blocks is appended. It will be seen that the number of blocks to be allotted hereafter is on a larger scale than hitherto.

Even in respect of the phasing adopted hitherto some allotments have had to be withheld owing to shortage in essential staff. It has been laid down that no new Blocks can be allotted unless the shortages in staff in existing Blocks are filled up. The appointment of essential categories of staff viz. B.D.O., D.L.W., Extension Officer (Agriculture), Extension Officer (Coop.) and Extension Officer (Panchayat) has been considered essential before release of Blocks. Even then, for the April, 1961 series, the allotment of 166 out of 326 pre-extension Blocks and the upgrading of 58½ out of 239 Blocks has had to be withheld mainly due to shortage of staff. Even in States where the staff are in position, it is noticed that many are still untrained, even though the training capacity of all the Training Centres is not fully utilised.

It is, therefore, apprehended that the programme for opening of new Blocks and their upgrading to Stage I may receive a serious set-back, unless the State Governments are able to complete the recruitment and training of essential categories of staff corresponding to the phasing for the opening of Blocks. The Conference may, therefore, consider how best this can be done and examine the possibility of each State evolving a suitable schedule for recruitment and training of staff.

One of the other major difficulties that continues in many States is that the posts are still on a temporary basis.

This subject was also considered by the first Conference of the State Ministers of Community Development in December 1960 and it was decided that all possible steps should be taken to make the Block staff permanent as early as possible. The State Governments and Union Territories were accordingly addressed in January 1961. So far replies have been received only from a few State Governments. This problem has become all the more urgent in view of the introduction of Panchayati Raj which calls for a permanent and efficient cadre of officers. The Conference may consider the steps the State Governments are taking in this regard and measures necessary to speed up progress.

Statement indicating the phasing for the opening of pre-extension blocks.

State	Total No. of Stage I/Stage II Blocks in operation as at the end of 1958	April 1958	Oct. 1958	April 1959	Oct. 1959	April 1960	Oct. 1960	April 1961	Oct. 1961	April 1962	Oct. 1962
1	2	3	4	5	6	7	8	9	10	11	12
1. Andhra Pradesh	221	13	13	18	18	22	22	26	25	32	32
2. Assam	64	5	5	..	10	..	12	8	8	12	12
3. Bihar	275	17	17	23	23	29	29	35	35	46	46
4. Gujarat	105	..	6	11	7½	8½	12	13	13	19	19
5. Jammu and Kashmir	46	6	..	..	..	..	..	..	..	..	..
6. Kerala	69	4	4	5	5	7	7	8	8	10	11
7. Madhya Pradesh	212	11	9	15	15	18	18	22	22	29	29
8. Madras	165	10	10	12	18	16	16	32	32	27	28
9. Maharashtra	192	..	15	16	16½	24½	22	38	41	36	15½
10. Mysore	129	8	7	10	10	12	12	16	14	20	20
11. Orissa	134	9	9	12	12	16	16	18	18	25	25
12. Punjab	127	6	6	7	7	9	9	11	11	15	14
13. Rajasthan	111	9	3	8	8	10	10	12	12	17	17
14. Uttar Pradesh	379	28	28	46	37	46	46	56	56	74	74
15. West Bengal	135	11	11	15	15	19	19	22	22	30	30

1	2	3	4	5	6	7	8	9	10	11	12
16. Union Territories—											
(i) Delhi	5	..	..	..	..	..	..	..	..	..	..
(ii) Himachal Pradesh	25	..	1	2	2	..	..	2	2	2	1
(iii) Manipur	7	..	1	1	1	1	1	1	1	1	1
(iv) Tripura	7	..	..	1	1	1	1	1	1	1	1
(v) N.E.F.A.	15	..	..	4	..	2	..	4	6	6	..
(vi) Pondicherry	3	..	..	½	..	..	..	..	..	..	..
(vii) Nagaland	7	..	..	2	..	2	..	1	1	1	1
(viii) Andaman and Nicobar Islands	2	..	..	..	..	..	..	..	1	1	1
TOTAL ..	2435	137	145	209½	206	243	251	326	329	404	377½
		282		415½		494		655		781½=5063	

N.B.—(i) As pre-extension blocks are allottable one year ahead of their entry into Stage I, October, 1962 will be the last phase of allotment.

(ii) 159 blocks reserved for marginal adjustments have not been included in the above statement.

Agenda Item IX—PILOT PROJECTS FOR UTILISATION OF RURAL MAN-POWER (PLANNING COMMISSION)

In October, 1960, the Planning Commission initiated a scheme of pilot projects for works programmes for the utilisation of rural man-power. Under this scheme 34 pilot projects have been so far taken up. The experience gained in the early phases of these projects is proposed to be reviewed at the Community Development Conference.

2. The Third Plan envisages a large works programme with a view to supplementing employment anticipated from the implementation of the Plan. The gap between this and the likely addition to the labour force during the Third Plan period is of the order of about 3 million. Most of this is intended to be filled through works programmes undertaken mainly in the slack agricultural seasons, providing employment at village wage rates for about 100 days or more in the year. The works programme will concentrate specially in areas which have heavy pressure of population and consequent under-employment and those with scanty development of natural resources. The principal works to be undertaken will fall under irrigation, aforestation, soil conservation, drainage, land reclamation and improvement of communications. Works programmes will specially help during the transitional period while the rural economy is being built up on a more permanent basis through rural industrialisation and agricultural and cooperative development.

3. The early experience in the lot projects has to be sifted so that in the later part of this year the works programmes can be enlarged to provide employment for about 100,000 persons, followed by about 400,000 to 500,000 in the next year, about a million in the third year of the Third Plan and about 2·5 million in the last year.

4. Among the questions around which the experience gained thus far may be specially considered are the following—

1. Selection of areas.
2. Selection of works to be undertaken.
3. Arrangements for technical working out of schemes, their technical clearance, execution and supervision.
4. Integration of the rural works programme with other Plan programmes—
   (*a*) in respect of works undertaken in the development blocks ;
   (*b*) in respect of medium sized works undertaken by the Departments directly.
5. Steps for securing active participation of Panchayat Samitis and Panchayats and utilisation of labour cooperatives and voluntary organisations in carrying out the programmes.
6. Organization and procedures (administrative and financial).
7. Reporting and evaluation.
8. Further steps with a view to enlarging the present programme.

These general questions have been suggested by problems which have been thrown up in the course of carrying out the first group of projects in different States. These problems will be presented more fully in the discussion on this item.

Agenda Item X—ADULT LITERACY PROGRAMME IN THE THIRD PLAN—MINISTRIES OF EDUCATION AND COMMUNITY DEVELOPMENT AND COOPERATION

1. *The problem*—Adult literacy has formed part of the programme for social education. In the past, efforts relating to adult literacy were of an isolated nature, although much pioneering work was undertaken. The social education programme was conceived, in the words of the First Plan as "a comprehensive programme of community uplift through community action". It comprises literacy, education for a better life, training in citizenship, development of community organisations and guidance in improving economic efficiency. The emphasis on these diversified aspects is derived from the fact that under democratic conditions the success of planned development depends to a large extent on the spread of social education and a progressive outlook and the growth of a sense of shared citizenship. The educational aims of agriculture, community development, health and other welfare programmes are in their very nature difficult to realise. Over the past decade, in several directions there has been a measure of progress, as in the development of community centres, reading rooms in villages, organised activities on the part of youth and women and the revitalisation of village panchayats and the cooperative movement. Concern has, however, been felt in regard to the progress of adult literacy. Between 1951 and 1961 literacy increased only from about 17 to about 24 per cent, the increase among men being from 25 to 34 per cent and among women from 8 to 13 per cent. The illiterate population of the country is estimated at 330 million; of these the population in the age group 14-40 years is reckoned at about 200 million. This is the population towards which the drive for literacy has to be specially focussed.

The introduction of the Panchayati Raj at the district, block and village levels and the important role assigned to democratic bodies and the cooperative movement render it imperative that in as short a period as possible a substantial proportion of the adult population should become capable of reading and writing. This is essential as much in their own interest as in that of the community as a whole.

2. *Provisions in the Third Plan*—If a comprehensive programme for developing adult literacy could have been worked out at an earlier stage in the drawing up of the Third Plan, it might have been possible for the Central and State Governments to provide some what larger resources than are immediately available. The Plan as now formulated includes a total provision of about Rs. 25 crores for social education—about Rs. 92 lakhs at the Centre, Rs. 540 lakhs in the States and an (estimated) allotment of Rs. 19 crores for social education under the Community Development programme. Programmes of the Ministry of Education provide for the further development of the National Fundamental Education Centre established in 1956, provision of literature for new-literates, assistance for voluntary organisations in the field of social education and expansion of library facilities. The educational plans of States provide for libraries and continuation classes, and to a limited extent, for adult schools and other schemes for promoting adult literacy. Out of the provision in the community development programme, some funds are provided for

women's programmes, and at present there is no specific amount earmarked for the programme of adult literacy. The exact allocation for various purposes is determined by State Governments and Panchayat Samitis.

3. *Pooling and allocation of resources*—In order that an appreciable impact should be made on the problem of adult literacy, it is necessary that whatever limited resources are available under different heads, and such additional resources as may become available later, should be effectively pooled. To this end the following suggestions are offered.

(*i*) At the block level a common approach should be adopted towards social education by the community development organisations, the Education Departments and voluntary organisations, and programmes relating to adult education and literacy should be drawn up jointly.

(*ii*) State Governments may suggest to Panchayat Samitis and Block Development Committees that a substantial proportion of the funds provided for Social Education should be earmarked for adult literacy.

(*iii*) Panchayat Samitis and Panchayats should be encouraged to mobilise local enthusiasm, personnel and resources for adult literacy work.

4. *Administrative responsibility and pooling of man-power*—

4·1. An important requisite for an adult literacy programme is to define the precise contribution to it of the Social Education Organiser in the community development programme and of the Block Education Officer/Sub-Inspector of schools.

4·2. Briefly, in the community development programme, social education as a wide connotation and the Social Education Officer is required to look after several different activities. The question for consideration is how far he should become responsible for organising adult literacy work. Can he be asked to do much more than assist in motivating Panchayats and Panchayat Samitis and other non-official organisations in taking up adult literacy work?

4·3. The Block Education Officer has a heavy load of work, specially on account of the expansion of primary education. To what extent can an additional burden be placed on him?

4·4. In several States Social Education Organisers already belong to the Education Department. It would be in the interest of adult literacy work if both Block Education Officers and Social Education Organisers belonged to the same parent Department. It would be primarily for the Education Department to provide the necessary guidance to both sets of Officers for this programme.

4·5. The production of literature, determination of the content of adult literacy and general guidance in the organisation of adult literacy classes, fall within the specific field of responsibility of the State Education Department. The contribution of the community development movement is to relate adult literacy work to the economic and social life of the area, to enlist local effort and participation and to help organise adult literacy classes, specially through village panchayats, cooperatives and other organisations.

4·6. In fact social education and, in particular, adult literacy, have to be developed as extension activities undertaken by educational institutions in collaboration with panchayats, cooperatives and voluntary organisations. Of the educational institutions in each block, by far the most important is the village school, and the key role in the adult literacy programme is that of the village teacher. The Block Education Officer and the Social Education Organiser have to work together. It will be their task to ensure that teachers in primary schools and other educational institutions in the block are able to participate effectively and in a creative sense in adult literacy work with the support equally of Government, the Panchayat Samitis and the village Panchayats.

4·7. If the Education Department and the community development organisation at the State level see the task of expanding the adult literacy programme as a common one, which neither agency by itself can hope to accomplish alone in any significant degree, cooperation between the two agencies at the district and block levels can be fully assured. Given such collaboration, the essential function of the Social Education Organizer, as the term implies, will be to help organise adult literacy groups through village Panchayats and other voluntary organisations. The main function of the Block Education Officer will be to help the various educational institutions situated in the block and, in particular the individual teachers, to work with voluntary adult education groups and provide the necessary facilities and personnel for teaching.

4·8. In this way every primary, middle and higher secondary school, working closely with the neighbouring community/communities, becomes a centre of adult education work. Every teacher in these institutions undertakes to give a part of his time (on the basis of a reasonable honorarium) to adult literacy work. The community provides the group of adults willing to learn, ensures that they complete the course leading upto the "first stage" of literacy, which involves normally about 50 man-hours of study, and makes a certain minimum contribution to the running of the adult literacy class.

4·9. With the heavy duties which the Block Education Officer has to undertake, it is not possible for him to supervise and inspect all adult literacy centres although, along with his other work, he should be able to see a few of these centres and continue to provide general guidance on the content of the teaching, methods of instruction and general organisation. It will be necessary, therefore, to bring the headmasters of primary, middle and secondary schools fully into the programme of adult literacy undertaken by these institutions. They should be able to provide a measure of supervision and to enthuse their teachers in favour of the adult literacy programme. While adult literacy is the direct objective of the arrangements suggested in this paper, an equally significant aspect is that as a result of this programme every primary, middle and secondary school will come into immediate contact with the local community, enrich the life and outlook of the community and secure a larger measure of support for its own activities.

5. *Role of Panchayati Raj Institutions*—

From what is stated above, Panchayati Raj institutions have a vital and increasing part to play in the adult literacy programme.

5·1. The Panchayat Samiti, as the main coordinating body, has to ensure that proper plans are prepared and there is the necessary pooling of resources in men and money.

5·2. The Village Panchayat, with the support of the Gram Sabha, has to create interest and enthusiasm among the village people, both men and women, and determine upon a systematic programme, stretching over a period which may vary from five to ten years, in the course of which the vast majority of adults in the village, both men and women, specially those below 40 will become literate. The movement for adult literacy has to be necessarily voluntary in character but, progressively, each community should be encouraged of its own accord to adopt specific goals towards which it harnesses its energy and resources.

5·3. At the district level, the Zila Parishad and its committee on Education and Social Education can provide a measure of direction and guidance for the programme in the district as a whole, review progress from year to year and offer general suggestions for the consideration of panchayat samitis and Panchayats.

6. *Programme*—

6·1. As stated earlier, the suggestions outlined above, are intended to lead up to the first stage of literacy, which calls for about 50 man-hours of study. From experience gained in the past, it is obvious that in adult literacy work targets tend to be self-defeating and even lead to abuse. The strength of the adult literacy programme lies in the motivation or personal desire of those who come forward to become literate, recognition on the part of the community of illiteracy as a serious retarding factor in its development, and readiness on its part to make a continuing effort to liquidate illiteracy. If these conditions are not created, adult literacy work will lack vitality and sooner rather than later, the attempt will fail. The main emphasis, therefore, has to be on creating (*a*) the necessary basic conditions for developing adult literacy as a popular movement at the community level and (*b*) as an organised effort on the part of Government and the educational institutions to serve a felt need of the community in an effective manner.

6·2. It is, therefore, visualised that wherever a group of minimum size, say 20 men or 10 women, are eager and prepared to make the necessary effort to gain the first stage of literacy, the local school should come forward to organise an adult literacy class, assigning the task to one of its teachers. The teacher should be given a reasonable honorarium, say Rs. 10 to 15 per mensem. The amount required for payment of honoraria to teachers should come in the first instance from the Block budget. To the extent these resources have to be supplemented, the additional funds should be found by the Education Department. In the case of private schools, there should be corresponding grants. From the resources available at the Block level for adult literacy—and these will have to be supplemented as the programme develops—the adult literacy centre should be provided with a lamp and the necessary equipment, registers etc. The village community should also make a minimum contribution. This may take the form of providing oil for the lamp and maintaining it in good condition. The books required for adults should be given at a low concessional price, the subsidy being met from the funds of the Education Department. Roughly the contribution by the village community towards a course lasting

for 4 to 5 months may be reckoned at about Rs. 40 to 50 and of the Government at about Rs. 100 or so.

6·3. The work of the teacher from the neighbouring school needs to be supported and supplemented by educated young men and women in the villages who are ready to run similar literacy classes. Wherever such classes can be taken by voluntary workers, the facilities and equipment mentioned above should also be made available. In some cases voluntary workers may not take any honorarium. It should be stressed that the greater part of the adult literacy programme should go forward with the help of schools and school teachers, the main purpose of voluntary organisation and voluntary workers being to facilitate its further expansion. The programme should not be held up if voluntary workers are not forthcoming in sufficient number, nor should voluntary workers be regarded as a substitute for school teachers.

6·4. In cities and towns, conditions exist for even more rapid progress in removing illiteracy than in the villages. In particular, it will be easier to secure a sufficient number of women, both school teachers and voluntary workers, for removing illiteracy among women. Facilities similar to those mentioned above should be provided in cities and towns. In these, as in the larger villages, there will also be scope for "adult schools", which can provide instruction to adults at more advanced levels than the first stage. In this programme middle and secondary schools and colleges can play an important part.

7. *Supporting services at district and State levels*—

If programmes on the lines set out above are undertaken, there will be need to strengthen the organisation at the State and district levels, so that the necessary guidance becomes available to field workers, suitable literature and other material are produced, libraries and reading rooms are effectively served and deficiencies in the working of the programme are removed as they come to light. It will be necessary for the State Governments to consider how the arrangements at the State and district levels could be best strengthened. The importance of libraries and reading rooms for maintaining and spreading literacy cannot be over-emphasised and in making allocations this aspect should be kept in view.

8. *Additional resources for adult literacy*—

It is clear that if adult literacy work is to develop in a big way as a movement at the community level supported fully by facilities and guidance from Government agencies, and Panchayati Raj institutions, as the programme develops, larger resources will need to be provided. These will supplement the resources already available under the education and community development programmes. If the effort is undertaken on the right lines and both Panchayati Raj institutions as well as educational institutions are fully involved in it, as it proceeds, through annual plans it should be possible to provide such further financial and organisational support to it as may be considered necessary. There is no reason why, given the right approach and a combined attack on illiteracy on the part of all concerned, financial considerations as such should limit the total effort. In fact, a movement of this nature, deriving support from local communities and enlisting the services of teachers and voluntary workers on a large scale, has the possibility of becomig a major factor in accelerating the pace of economic development.

PART IV

AGENDA ITEM 1(a)—REVIEW OF ACTION TAKEN ON THE RECOMMENDATIONS OF THE CONFERENCE OF STATE MINISTERS OF C.D. HELD ON THE 9TH DECEMBER, 1960

S. No.	Recommendation	Action Taken
1.	*Norms of self-help and self-reliance*— While accepting the principle of applying certain norms of self-help and self-reliance before pre-extension blocks are converted to Stage I and funds are released annually to the blocks, the Conference recommended that the norms can be only on the basis of efforts put in to increase agricultural production, the details of which are to be worked out by each State Government according to their local conditions.	All the State Governments and Union Territories except Madras and Andaman & Nicobar Islands have accepted in general the need for applying norms of self-help and self-reliance. Detailed instructions in this regard have been issued by Andhra Pradesh, Mysore, Uttar Pradesh and Tripura. Other States/Union Territories are expected to finalise the instructions shortly. This recommendation was considered by the Central Committee at its meeting held on 23rd June 1961. The Central Committee was of the view that if the concept of norms was to be retained, the norms should be on the basis of the actual results achieved and not on the basis of inputs alone. It was agreed that N.S.S. should be requested to devise an appropriate method for the purpose of formulating a fairly reliable block-wise assessment of agricultural Production.
2.	*Coordination of food production programme*— The Conference considered the arrangements existing in the various States to achieve coordination as satisfactory and emphasised the need for the official machinery to give top priority to Food production.	Noted.
3.	*Organisational set-up for Community Development and Panchayati Raj at the State level*— The Conference recommended that in the Secretariat a single Officer should be incharge of	State Governments have been requested to implement the recommendation. In 10 of the States, Community

S. No.	Recommendation	Action taken
	Community Development and Panchayati Raj programmes and to provide him with adequate assistance both in the Secretariat and in the field, the Development Commissioner should be made ex-officio Commissioner (Panchayats) and the Director of Panchayats should be placed immediately under him, with suitable Secretariat status, wherever necessary.	Development and Panchayati Raj have been brought under the charge of the Development Commissioner, namely, Andhra Pradesh, Assam, Gujarat, J. & K., Madras, Maharashtra, Mysore, Orissa and Punjab and Himachal Pradesh. In Uttar Pradesh the Director of Panchayats is a Joint Development Commissioner. Bihar, Madhya Pradesh and West Bengal are considering the proposal. Kerala is of the view that in the early stages of the introduction of Panchayati Raj, it would be difficult to put Community Development and Panchayati Raj under the same officer.
4.	*Panchayati Raj and the Block as a unit of Planning and Development—*	
	While accepting, in principle, the need for making the block a unit of planning and development, the Conference recommended that in view of the special conditions obtaining in individual States, the State Governments should be left free to decide when subjects like Education, Rural Industrialisation etc. may be entrusted to the block Panchayat Samitis.	Andhra Pradesh, J. & K., Kerala, Madhya Pradesh, Madras, Mysore, Orissa and Rajasthan and Tripura Administration have issued instructions regarding the preparation of block plans. Assam, Maharashtra, Orissa, Punjab and U.P. and Union Territories of Andaman and Nicobar Islands and Pondicherry have accepted the recommendation and are initiating action. The matter is under consideration in the other States.
5.	*Financial assistance to Post-Stage II Blocks—*	
	The question of committed expenditure must be considered as an integrated whole and the matter left to the Third Finance Commission for examination and award.	The State Governments have been informed that no Central assistance will be available to blocks after they complete stage II. The various items constituting "committed expenditure" have been intimated to the State Governments to enable them to take up the matter with the Third Finance Commission.

S. No.	Recommendation	Action taken
6.	*Permanency of staff in Community Development Blocks—*	
	All possible steps should be taken to make block staff permanent as early as possible.	State Governments have been addressed in the matter. Mysore, Rajasthan and U. P. and Union Administrations of Himachal Pradesh and Delhi have taken action to make a certain percentage of some categories of block staff permanent. The question is under examination in the other States and Union Territories.
7.	*Supply of jeeps or other modes of conveyance to the block staff—*	
	The Conference recommended that the existing jeeps should not be withdrawn and that the procedure for the use of jeeps in the blocks should be tightened so as to avoid mis-use. Provision must be made for advances to various categories of staff, both temporary and permanent, for the purchase of conveyance like cycles etc.	Bihar, Gujarat, Kerala, Madras, Madhya Pradesh, Mysore, Orissa, Punjab, U.P., West Bengal and the Union Territories of Manipur, Tripura, Himachal Pradesh, NEFA, and Andaman & Nicobar Islands have issued necessary instructions tightening the procedure for the use of jeeps. Some of these States and Union Territories have also made provision for the grant of advances for the purchase of cycles etc.
	There is scope for reduction in the number and to ensure economy in the use of vehicles and the possibility of pooling vehicles at the district or sub-divisional levels. This should be examined by the State Governments.	As regards the pooling of vehicles at the district level, Gujarat, Madras, Mysore and NEFA have accepted the recommendation. States of Bihar, Punjab and Union Territories of Andaman & Nicobar Islands, Himachal Pradesh, Manipur and Tripura do not find it possible to implement the recommendation. The matter is under consideration, of the State Governments in Kerala, Madhya Pradesh and West Bengal. Replies from the other States awaited.
8.	*Promoting welfare of the weaker sections of the community—*	
	The special funds earmarked for backward classes, scheduled castes and scheduled tribes must be channeled through the panchayat samiti and the panchayat, but	The Study Group on the welfare of the weaker sections of the community set up by the Ministry has also been requested to make a specific study of this recommendation of the

S. No.	Recommendation	Action taken
	must be exclusively used for the welfare of these backward classes. In addition, panchayat samitis should earmark an adequate percentage of their own funds for the uplift of the economically weaker sections of the community.	Minister's Conference and to suggest ways and means for its implementation.
	The Conference recommended that separate sub-committees of the Panchayat samitis and panchayats with adequate powers, should be constituted to look after this item of work and that the rules for the grant of loans and grant-in-aid assistance to the weaker sections, should be liberalised.	
9.	*Decentralisation of industries*—	
	A bold lead regarding the problem of rural industrialisation must be given by the Central Ministries and the Planning Commission to ensure that rural industrialisation is given adequate attention in the Third Plan. Additional allocation must be provided in the Third Plan specially earmarked for this purpose.	The allocation under small scale and cottage industries in the Third Plan has been increased from the original Rs. 250 crores to Rs. 264 crores exclusive of an estimated amount of Rs. 19 crores under the block schematic budget. Detailed State Plans for rural industries are being drawn up on the basis of the integrated approach recommended by the C. & I. Ministry. The Important problems of rural electrification is also being further examined so as to involve the Panchayati Raj institutions in the programme and give a further fillip to the programme. Suggestions are also under examination to take up special programmes in selected blocks which achieve good results in agricultural production. The matter is under continuous, examination in consultation with the C. & I. Ministry ond Planning Commission.
10.	*The need to avoid frequent transfers of staff*—	
	The staff should not be transferred within a period of three years except broadly for promotion or disciplinary reasons.	All the State Governments and the Union Territories have implemented or have agreed to implement the recommendation.

Agenda Item 1 (b)—REVIEW OF ACTION TAKEN ON THE RECOMMENDATIONS OF THE SIXTH MEETING OF THE CENTRAL COUNCIL OF LOCAL SELF-GOVERNMENT HELD IN NOVEMBER, 1960 ON THE SUBJECT OF PANCHAYATS

**Recommendation No. 1*—*

Panchayats and Panchayat Samitis vis-a-vis village production programme and mobilisation of manpower—Panchayat Samitis to first prepare a comprehensive physical programme including all items of work proposed and then drawn up the budget to meet the needs—For Block Panchayat Plans in the first instance, rough indication to be given to Panchayats and Panchayat Samitis of their likely annual outlay which would be the base for their plans—Panchayats, Panchayat Samitis and Co-operatives to ensure equitable distribution of supplies and services.

Andhra Pradesh—For preparation of agricultural production plans and schemes for mobilisation of man-power detailed instructions have already been issued. Three pilot projects are in operation regarding man-power utilisation.

Bihar—Panchayat Samitis and Zila Parishads not in existence yet. Annual Physical programmes of development and budgets are prepared by Panchayats. Detailed instructions to Extension staff about drawing up physical programmes and budget estimates are under consideration.

Gujarat—The Democratic Decentralisation Committee has recommended formation of Standing Production Committees in village, Taluka and District. Their functions will be defined in the Rules to be framed.

Mysore—During the last Rabi Season attempt was made to prepare village production plans in respect of all villages in one Block and at least one village in all Blocks where Rabi crops are grown. It has been decided to prepare such plans at the rate of one village per V.L.W.'s circle in the whole State and in respect of all villages in one block in each District. The Panchayats will be responsible for preparation of these plans with the help of Block staff.

Punjab—Instructions regarding the preparation of comprehensive programme will be issued when the Block Panchayat Samitis start functioning from 2nd October 1961. Question of issue of detailed instructions to Block Extension staff is under consideration.

Uttar Pradesh—In the preparation of village, Block and District Plans, items which can be executed through self-help have been shown separately. Rough indications were also given of the assistance that they could expect from outside. Linking of supplies and credit with development plans has also received adequate attention.

West Bengal—With the finalisation of the Third Five Year Plan, each B.D.C. and each Department concerned, should allocate the approved village level projects of the plan period together with the

*Serial Numbers shown here are the same as Serial Numbers of Main Recomendations in the printed copy of the proceedings of the Sixth meeting of the Central Council of Local Self-Government.

annual outlay, to each Anchal Panchayat, to ensure that they are reflected in the Anchal Panchayat budget. Panchayats should see to the equitable distribution and proper utilisation of supplies and services.

Himachal Pradesh—In preparing the Third Five Year Plan, the Gram Panchayats were largely consulted by B.D.Cs. Information relating to the III Five Year Plan schemes as finally approved will be issued to Gram Panchayats and higher bodies and annual plan will be obtained from the Panchayats.

No reply has been received from the Governments of *Assam, Maharashtra Kerala, Madhya Pradesh, Madras, Orissa, Rajasthan and Jammu & Kashmir*

Recommendation No. 2—

Panchayats and Panchayat Samitis vis-a-vis welfare of the weaker sections of the community—certain percentage of Samiti funds to be earmarked for the welfare of the weaker sections—Funds in the Central and State, budgets meant for scheduled castes/tribes etc. to be channelled through Panchayat Samitis Rules for grant of loans to these sections to be liberalised—Exclusive sub-committees for the welfare of weaker sections, with powers to incur expenditure upto a specified limit.

Andhra Pradesh—Instructions issued that 15 per cent of the allotment for development schemes might be reserved for undertaking works in Harijan areas and 3 per cent in Tribal areas and that these funds should be channelled through Panchayat Samitis.

In the case of works in backward areas where the requisite public contribution is not forthcoming, the Samiti might recommend reduction of contribution to the Collector, who is competent to reduce people's contribution upto 25 per cent of the cost of each work. Provision is being made for this through an amendment of the Act. Members of weaker sections are being invited to the meetings of the Standing Committee (Social Welfare) of the Samatis and the Zila Parishads.

Bihar—Necessary action for the constitution of a separate functional sub-committees for the weaker sections being taken.

Gujarat—No fixed percentage of Taluka Panchayat Fund has been earmarked for the Weaker Sections of the Community, but the Democratic Decentralisation Committee recommended an "Equalisation Fund" at the State level for removing disparities between different districts and for special help to backward districts. Suggestion will be borne in mind while drafting Rules for Taluka Panchayats.

Liberalisation of rules for loans to weaker sections is under consideration.

When the Panchayat Act is amended and Taluka Panchayats are established, it would be possible to have a sub-committee exclusively for the welfare of the weaker sections. But such a committee will not have powers to incur expenditure.

Mysore—Instructions have been issued for earmarking a percentage of the Samiti funds for the weaker sections; the funds in the Central and State budgets meant for scheduled castes/tribes etc. should be channelled through Samitis; that sub-committees of Taluk Boards for Weaker Sections be constituted and that the money for coordinated welfare projects be channelised through Taluk Boards. Rules for loans to Weaker Sections have been liberalised in respect of drinking water wells and rural housing.

Punjab—The question of earmarking specific Samiti funds and channelling the funds in the Central and State Budgets meant for scheduled castes/tribes etc., through Panchayat Samitis, is being examined and necessary action will be taken later.

Acts do not provide for formation of sub-committees exclusively for weaker sections but adequate provision has been made for the representation of the weaker sections.

Channelisation of funds meant for voluntary organisations through Zila Parishads and Panchayat Samitis will be examined when these bodies come into operation.

Uttar Pradesh—Sub-Committees of Panchayats for Harijan welfare work have been constituted and the programme in respect of Harijans are executed through these committees.

West Bengal—A proposal for setting up a sub-committee for each Anchal Panchayat for weaker sections will be useful only when the Tribal Welfare Department accept the policy of channelising their efforts through Anchal Panchayats. The State Government is taking necessary steps.

Himachal Pradesh—Earmarking of Samiti funds will be done as soon as these bodies are established. Funds are being channelised through Block Development Committees. Liberalisation of Rules for loans to weaker sections is under consideration. An Advisory sub-committee for Weaker Sections was formed at the district level.

No reply has been received from the Governments of *Assam, Maharashtra Kerala, Madhya Pradesh, Madras, Orissa, Rajasthan and Jammu & Kashmir.*

Recommendation No. 2·5—

Formation of a Study Group to study all the problems of the Weaker Sections of the community.

Ministry of Community Development and Cooperation—A Study Group was constituted with Shri Jayaprakash Narayan as its Chairman on 8th December 1960. Its report is expected by the end of July 1961.

Recommendation No. 3—

Panchayats and Panchayat Samitis and minor irrigation works—Responsibility for maintenance and repairs to be transferred to Panchayats—Panchayats and Panchayat Samitis to be enabled to have the works executed at the cost of beneficiaries and recover the cost if they do not discharge their obligation.

Andhra Pradesh—Orders have been issued transferring the maintenance of minor irrigation sources to Panchayat Samitis and Zila Parishads.

Bihar—Panchayats have been statutorily vested with powers to facilitate quick construction of water courses and field channels. For construction of village channels linking irrigation works, full cost of such construction is to be realised from beneficiaries under the present Act. The Irrigation Department is taking necessary action for its amendment.

Gujarat—Government has issued orders transferring minor irrigation works (including himayat tanks) to village panchayats.

Mysore—Action is being taken to incorporate the necessary provision in the Irrigation Act.

Punjab—Provision already exists in the Punjab Gram Panchayat Act.

Uttar Pradesh—Orders have been issued for opening pilot projects and for advancing loans to Gaon Sabhas for undertaking minor irrigation schemes. Legislative provisions for enabling Panchayats to have works executed at the cost of beneficiaries will be considered along with certain other amendments to the U.P. Panchayati Raj Act.

West Bengal—It is agreed that Panchayats should be entrusted with earth works for execution of minor irrigation schemes and with their maintenance and repair. The West Bengal Panchayat Act has to be amended so that they can recover the cost of maintenance from beneficiaries. Development Department's scheme for granting loans for small irrigation also requires amendment of the Act. Block budgets show a large unspent balance under small irrigation and the only way to remove the deadlock is to allocate money to Panchayats for irrigation works.

Himachal Pradesh—Transfer of responsibility to Panchayats for maintenance and repair of minor irrigation works is the practice to the extent of small works costing not more than Rs. 10,000.

No reply has been received from the Governments of *Assam, Maharashtra, Kerala, Madhya Pradesh, Madras, Orissa, Rajasthan and Jammu & Kashmir.*

Recommendation No. 4—

Panchayats and Panchayat Samitis and Industries—Committees to be constituted where necessary in Panchayat Samitis/BDCs, exclusively for Industries programme.

Andhra Pradesh—Instructions regarding the role and functions of Panchayats Samitis and Zila Parishads for the promotion of cottage industries will be issued shortly.

Gujarat—Necessary instructions will be issued after the passing of the new Act.

Mysore—Instructions have been issued to the Taluka Boards.

Punjab—The Panchayat Samitis have also been empowered to do this.

West Bengal—There is no Panchayat Samiti in West Bengal. The recommendation is accepted in principle.

Uttar Pradesh—The question of allotting to Panchayats the varied functions indicated is under consideration. In the Kshetra Samitis and Zila Parishads Bill, Kshetra Samiti will be responsible for executing the industries programme with necessary assistance from the Zila Parishad and Government. Zila Parishad will be mainly concerned with the running of the District Training Centre for artisans. The proposal regarding pilot project is under examination.

Himachal Pradesh—Already implemented.

No reply has been received from the Governments of *Assam, Bihar, Maharashtra, Kerala, Madhya Pradesh, Madras, Orissa* and *Rajasthan.*

Recommendation No. 5—

A study of the role of Panchayats/Panchayat Samitis/Zila Parishads in the field of primary education at the village level and the desirability of developing the schools as community centres may be taken up by a Committee consisting of the representatives of the Ministries of Community Development and Cooperation and Education in the first instance.

Following discussions at the official level with the Ministry of Education, the draft of a joint communication to be issued to the State Governments has been finalised. In this letter the need for the pooling of the available resources for Primary Education and their optimum utilisation, has been emphasised. The lines on which the village community could be associated with the primary school and roles of the three Panchayati Raj institutions in the field of primary education, have also been indicated in this letter.

The draft has been considered by the Conference of State Secretaries and Directors of Education, held in Delhi in June, 1961. The draft is also to be circulated during the Annual Conference on Community Development before it is issued.

Recommendation No. 6—

Relationship between elected bodies and officials—question of built in self-regulatory checks—Collector to be kept outside the three-tier system—Inspection of Panchayats and Panchayat Samitis by Collector and S.D.O.—Responsibility for implementing the policy decisions to be that of permanent officials—Rules of business to make instructions conform to the decisions of the appropriate body, to see that Government Officers are responsible for advice tendered and for full cooperation at all levels between officers and local bodies—need for a sound system of recruitment and control.

Andhra Pradesh—Powers and functions of the official and non-official agencies clearly defined in the various rules issued under the Act—a proposal to reorganise the administrative set up at the District level under consideration. Collectors and Revenue Divisional Officers, made responsible for inspecting the Panchayat Samiti

Officers, BDO and the Secretary of Zila Parishad made responsible for implementing the resolutions of the Samitis and Parishads respectively. District Selection Committees constituted to recruit candidates to the district cadre posts—Statutory rules issued governing the conditions of appointment disciplinary control etc. of the employees of these bodies.

Bihar—District Panchayat Officer scrutinises the Budget estimates submitted to him by the Mukhya for sanction—Budget finally approved by the general body of Panchayat.

The Gram Kucherries function quite independently.

Periodical inspection of Panchayats have already been provided. District Magistrates, SDOs, Commissioners and District Judges authorised to carry out the inspection. Each Panchayat has been provided with a permanent Government servant known as Panchayat Sevak. For the efficient functioning of Panchayats the Government have formed a set of rules. Recruitment is made with the help of the selection committees at the district and State levels and State Public Service Commission. Government have powers to remove the Mukhias and Sarpanches from their office for misconduct, incapacity etc. and also to dissolve or supersede the Executive Committee of Panchayats in case of incompetency, default or abuse of powers. Sub-Divisional Magistrates have been empowered to suspend the execution of any resolution or order of Gram Panchayat. Government may set aside any resolution or order of the Gram Panchayat if that is in excess of the power conferred by law.

Gujarat—In the report of the Democratic Decentralisation Committee definite recommendations have been made as to what should be the functions of Taluka Panchayats over Panchayats and District Panchayats over Taluka Panchayats. Moreover, Collector is kept outside the three-tier system and he is only an associate member of the District Panchayat.

It has been proposed to make Taluka Development Officer the Secretary of the Taluka Panchayat and District Development Officer, the Secretary of the District Panchayat. Necessary rules of business will be framed under the New Act, when enacted. Recommendations have also been made to ensure efficiency and discipline among officers at different levels.

Mysore—Higher local authorities can only advise and assist. The officers are entrusted with some corrective powers.

Deputy Commissioner (Collector) is the President of the District Development Council which is only a supervisory and coordinating body and has no executive functions. Suitable instructions regarding the inspection of Panchayats and Panchayat Samitis by the Collector/SDO and responsibility for implementing policy decisions, have been issued.

Rules of business are being framed.

A scheme of LSG Service has been worked out.

Punjab—Necessary provision has been made in the Act to ensure that the higher authorities only advise and assist and not interfere in the jurisdiction of the lower organisation.

Collector has been kept outside the three-tier system.

Provision for inspection of Panchayats and Panchayat Samitis by Collector/SDO has already been made in the Acts; as also for the responsibility of the permanent officials for implementing policy decisions of the elected bodies.

Recommendation regarding Rules of business will be taken into consideration while framing Rules under the Act.

Other recommendations like a sound system of recruitment and control are under consideration.

Uttar Pradesh—The Collector has been kept outside the three-tier system. The Chief Executive Officer of the Zila Parishad and the BDO in the Kshetra Samiti will be responsible for executing the programmes decided by the Zila Parishad and the Kshetra Samiti respectively. There is provision for (*i*) constitution of a District Selection Committee and (*ii*) recruitment to higher posts through State Public Service Commission. The proposal about the creation of an independent quasi-judicial body to be consulted in cases of supersession of local bodies is under consideration.

West Bengal—The relationship between the Gram Panchayat and Anchal Panchayat and their powers have been clearly defined in the Act. The Secretary is the Executive Officer of the Anchal Panchayat.

Himachal Pradesh—Inspection of Panchayats and Panchayat Samitis is being done by Collector/SDO.

No reply has been received from the Governments of *Assam, Maharashtra, Kerala, Madhya Pradesh, Madras, Orissa, Rajasthan, and Jammu & Kashmir.*

Recommendation No. 6·5—

A special study should be made of the big sized Gram Panchayats in States like Kerala, Andhra Pradesh and Madras with a view to determine (*i*) how far the Sarpanch or the President of such a Panchayat can work effectively as its chief executive officer and implement the Panchayat programme through and with the assistance of Panches; (*ii*) whether such Panchayats must necessarily have an official (Secretary or chief executive officer) to discharge executive functions and to ensure implementation of approved programme; and (*iii*) whether any reduction in the territorial jurisdiction of such Panchayats is desirable and feasible.

The study is in progress.

Recommendation No. 7—

Resources of Panchayats Programme of work proposed to be undertaken to reflect villagers' genuine needs—adequate resource base for the programme-budget should not have deficit—there must be minimum opening balance—Panchayats should endeavour to raise resources in addition to government grants, by levying such taxes as they are entitled to levy—Surcharge on existing taxes/special development tax should be levied on all persons and should be collected in terms of labour of equivalent value by a graded system—transfer of land revenue to Panchayats—Facilities of Panchayats to develop remunerative resources.

Andhra Pradesh—The matter is under examination.

Bihar—Though the Panchayats have been vested with powers to levy taxes, they have failed to do so partly due to the fear of becoming unpopular. The proposal of giving 6¼ per cent of the land revenue is under consideration of the State Government.

C.D. Department has directed that a portion of the Block budget should be spent entirely through the medium of Panchayats.

Grants-in-aid Rs. 50/- per panchayat are also given for preliminary work like setting up of office etc.

Panchayats have taken up rent and loan collection work against a sliding scale of commission.

Panchayats in Ranchi and Palamau districts are being associated in the management of forests.

The Revenue Department has been moved to transfer all the State owned tanks and ponds to the Panchayats situated within their jurisdiction for development of fisheries.

About 400 panchayats have enrolled themselves as agents of small savings drive.

Question of appointing Panchayats as agents under the Rural Insurance Scheme is under examination.

Gujarat—Suitable instructions will be issued to the Panchayats as to how to frame their programmes and budgets. It is agreed that the budget should not have a deficit and that the programme of work should be related to the needs of the villagers and the resources of panchayats.

Under the Panchayat Act, the Panchayats can levy a number of taxes; similar recommendations have been made in the Report of the Democratic Decentralisation Committee.

Suitable instructions will be issued regarding Panchayats whose income is not adequate, to raise their income by levy of taxes.

At present 25 to 30 per cent of the land revenue given to village panchayats—Democratic Decentralisation Committee has recommended 50 per cent after certain deduction for salary of Panchayat Secretary etc.

As regards transfer of vacant lands, open plots, grazing lands, wells, tanks etc., Government has issued orders.

The question of taking up Rural Insurance work is being examined. The L.D. has stated that it will not be legally valid for the village panchayats to undertake the Small Savings work.

Mysore—As regards budgeting and minimum closing balance, provisions have been made in the Panchayat Budget and Accounts Rules. Instructions have been issued regarding the programme of work and priorities.

Rules and instructions have been issued for the levy of suitable taxes by Panchayats—Surcharges and levy of development tax not yet taken up as the present tax potential has not been fully utilised yet.

60 per cent of State's land revenue is made available to the Panchayats and Taluk Boards.

Instructions have been issued regarding the development of remunerative resources and proposals are being obtained.

Punjab—The Director of Panchayats is being asked to issue necessary instructions to guide the Panchayats regarding the programme of work and preparation of budgets.

Adequate powers have already been given to Panchayats for levy of taxes.

At present not less than 10 per cent of the land revenue is given to Panchayats concerned. Government can, however, increase the percentage as and when it is so desired.

Village Panchayats are given interest-free loans (converted into grant-in-aid in certain cases) for the implementation of small revenue earning schemes. Village common lands also vest in Panchayats.

Uttar Pradesh—A circular letter is being issued in this regard. The suggestion of additional taxation will be considered at the time of modification of the Panchayati Raj Act. The question of transfer of portion of land revenue is under consideration. A provision has been made in the Kshetra Samitis and Zila Parishads vesting the community assets in the Gaon Sabhas. There is a scheme for advancing loans to Gaon Sabhas. The scheme of Life Insurance work is under examination.

West Bengal—Proper checking of budget by officials and by a system of running audit have been arranged. Panchayats have sufficient powers regarding taxation. Levy of surcharge of existing taxes or a special development tax will be of doubtful value. Panchayats have already doubled or trebled the rates of taxes. Grants in terms of a percentage of land revenue is not favoured because in that case the poorer areas will get less grants. The present scheme is to give grants at a uniform rate to all Anchal Panchayats.

The State Government made a tentative provision of Rs. 1 crore for loans to Anchal Panchayats during the Third Five Year Plan for

development of remunerative assets. Schemes for giving loans to Anchal Panchayats for improvement and management of derelict irrigation tanks and beel fisheries as well as giving life insurance work to Anchal Panchayats are under consideration.

Himachal Pradesh—Guide lines regarding the preparation of programme and budget of the Panchayats have been indicated.

Panchayats are being encouraged to raise resources required for their plan. They get a share of local rate. They have also started imposing taxes.

Land revenue has not yet been transferred to the Panchayats.

There is provision in the Act to transfer Government waste lands to the panchayats. Other suggestions are under examination.

No reply has been received from Government of *Assam, Maharashtra, Kerala, Madhya Pradesh, Madras, Orissa, Rajasthan and Jammu & Kashmir.*

Recommendation No. 9—

Functional sub-committees of Zila Parishads and Panchayat Samitis—Committees for Planning and Production, Finance and Resources, Education and Amenities, and Committee for Welfare of Weaker Section of community recommended—Representation of all interests on sub-committees to be ensured—Sub-committees to have powers, subject to specific limitations, to act without prior approval of the parent body.

Andhra Pradesh—5 functional committees constituted in each Zila Parishad and in each Panchayat Samiti. Administrative instructions have been issued and their working is closely watched.

Gujarat—Democratic Decentralisation Committee has already recommended formation of Standing Committees of Taluka Panchayats and District Panchayats.

Mysore—Provision exists for the appointment of ten functional sub-committees.

Punjab—In the Panchayati Raj Act provision has been made for the constitution of Functional sub-committees or Standing sub-committees. Adequate representation has been ensured to all sections of the community in the election Rules.

Uttar Pradesh—Provision has been made in the U.P. Kshetra Samitis and Zila Parishads Bill for the constitution of certain statutory committees with an option to constitute such other committees as might be found necessary.

West Bengal—There are no Zila Parishads and Panchayat Samitis.

Himachal Pradesh—Zila Parishads and Panchayat Samitis have not yet been established in this Territory.

No reply has been received from Government of *Assam, Maharashtra, Kerala, Madhya Pradesh, Madras, Orissa, Rajasthan and Jammu & Kashmir.*

Recommendation No. 10—

Gram Sabha and involvement of people in Panchayat activities—Gram Sabha to be recognised as a legal entity and the gram panchayat to be responsible for its activities to the Gram Sabha.

Andhra Pradesh—A suitable provision for the constitution of Gram Sabhas is made in the integrated Andhra Pradesh Panchayat Bill, 1961.

Bihar—Gram Sabha (known as Gram Panchayat) is already a recognised body which approves the policy, schemes and budget prepared by the Executive Committee.

Gujarat & Maharashtra—Gram Sabha is already a recognised body under the Bombay Village Panchayats Act, 1958.

Mysore—The question of recognising the Gram Sabha as a legal authority is under consideration. However, there is already a provision in the Act to hold an annual assembly of the adult population of of the Panchayat area to place the accounts of the previous year and the programme of work for the year before it.

Punjab—This has already been provided for in the Act.

Uttar Pradesh—The recommendations are being followed in Uttar Pradesh.

West Bengal—Gram Sabha is a recognised body to which Gram Panchayat submits periodical reports and also budget for discussion.

Himachal Pradesh—Gram Sabha is already a recognised body.

No reply has been received from Government of ***Assam**, **Kerala**, **Madhya Pradesh**, **Madras**, **Orissa**, **Rajasthan and Jammu & Kashmir***

Recommendation No. 11—

Every State should set up a State Development Council or reconstitute the existing one if one already exists, to give adequate representation to Zila Parishads. Representation of People's Act 1950 should be suitably amended to provide representation to Zila Parishads in place of District Boards etc. in case of States where there is an Upper House and where Panchayati Raj legislation has already been passed.

Andhra Pradesh—These bodies are already represented in the Upper House.

Gujarat—This will be considered after District Panchayats are established.

Mysore—Action is being taken in consultation with the Election Commission.

Punjab—Necessary action in this respect will be initiated as and when the District Boards are replaced by the Zila Parishads and Block Samitis.

Uttar Pradesh—Zila Parishads already constitute an electoral college for the election of some members of the Upper House. The question of giving further representation to the two other tiers will be considered after they are formallv constituted and interlinked.

West Bengal—No Panchayat Samitis and Zila Parishads in West Bengal.

Himachal Pradesh—There is no Legislature in Himachal Pradesh.

No reply has been received from Govt. of *Assam, Maharashtra, Kerala, Madhya Pradesh, Madras, Orissa, Rajasthan, Bihar and Jammu & Kashmir.*

Recommendation No. 13·1—

The Departments of C.D. and Panchayats should be merged at the Secretariat level and the integrated department should be in the charge of the Development Commissioner ex-officio Secretary.

Andhra Pradesh, Rajasthan, Mysore, Punjab, Gujarat, Madras, Jammu & Kashmir, Maharashtra and Orissa have already implemented this recommendation.

In Uttar Pradesh, the Director of Panchayats is a Joint Development Commissioner. Further action will be taken after the enactment of the U.P. Kshetra Samitis and Zila Parishads Bill.

Kerala Government is of the view that in the early stages of implementation of Panchayati Raj, it would be difficult to put the C.D. and Panchayati Raj schemes under the same head. The question will be considered after the new system has been well established.

The matter is still under the consideration of the Government of Madhya Pradesh, Bihar and West Bengal.

Recommendation No. 13·5—

The VLW should not be made to work as secretary of the panchayat, which should be provided with a whole time or part time secretary, if necessary by grouping of Panchayats.

Andhra Pradesh—Panchayats have separate Panchayat Secretaries.

Bihar—Panchayats have been provided with the services of a whole time permanent panchayat secretary, called Panchayat Sewak.

Gujarat—There is a Secretary for a Panchayat or a group of panchayats.

Madras—Part-time secretaries unless a Panchayat decides to make use of the services of the karanam.

Maharashtra—The Democratic Decentralisation Committee has recommended that posts of VLWs, Talatis and Panchayat Secretaries be amalgamated.

Mysore—This is not contemplated, though for the moment in a few cases, the VLW is in additional charge.

Punjab—This practice is already being followed.

Uttar Pradesh—At present separate whole-time secretaries are provided to a group of panchayats.

West Bengal—Anchal panchayats have thier own secretaries.

Himachal Pradesh—The Panchayats have their own secretaries.

Manipur & Tripura—Separate posts of Panchayat Secretaries sanctioned.

No reply has been received from Govt. of *Assam, Kerala, Madhya Pradesh, Orissa, Rajasthan, and Jammu & Kashmir.*

Recommendation No. 13·6—

Audit Organisation should be under the Finance Department and not the Development Department.

The audit organisation is under the Finance Department in the States of Andhra Pradesh, Bihar, Gujarat, Maharashtra, Mysore, Punjab and Uttar Pradesh.

West Bengal—The recommendation will be considered when the Panchayats will reach a mature stage.

Himachal Pradesh—The recommendations are being examined.

No reply has been received from Government of *Assam, Kerala, Madhya Pradesh, Madras, Orissa, Rajasthan and Jammu & Kashmir.*

Agenda Item 2—PAYMENT OF HONORARIA TO PRADHANS AND UP-PRADHANS OF PANCHAYAT SAMITIS AND PRAMUKHS OF ZILA PARISHADS AND CHAIRMEN OF STANDING COMMITTEES.

The success of Panchayati Raj depends, among other things, on the competence and understanding with which elected representatives exercise their powers and responsibilities. At the Panchayat Samiti and Zila Parishad levels these responsibilities can be grouped as follows:—

(*a*) Mobilisation of public opinion.

(*b*) Supervision of work of Panchayats/Panchayat Samitis.

(*c*) Active assistance to Panchayats/Panchayat Samitis.

(*d*) Decision making at these levels.

(*e*) Raising of resources.

(*f*) Execution of works.

(*g*) Optimum utilisation of resources available to Panchayati Raj institutions, such as money, staff, technical assistance and other facilities from higher levels.

(*h*) Administrative control of the services and better understanding between officials and non-officials.

The President of the local body especially Panchayat Samiti, who is the 'highest executive' has a personal responsibility in all these matters. A close study of Panchayati Raj in action in two or three States has revealed that he has more or less a whole time job and the question of payment of an allowance has, therefore, to be considered in all its bearings.

2. There is a view that authority having been transferred to non-officials, this change must itself produce a powerful impetus for service to the common people. Leadership which thus emerges should be motivated by service and not by prospects of remuneration. Such remuneration has to come out of the inadequate resources available to Local Bodies. People expect some sacrifice from whoever qualifies to be their leader. To their minds, a leader, if remunerated would not be much different from a paid officer and his ability to command confidence among the people and mobilise them for voluntary work may thereby be seriously demaged. It has, therefore, been suggested that this office should be entirely honorary.

3. There is the opposite view that it is not possible for a non-official to devote practically the whole of his time to this work to the neglect of, and detriment to his usual avocation. For example, if the Pradhan of a Panchayat Samiti happns to be a farmer, he has to go to his fields and supervise, if not personally attend to the agricultural operations. Can he afford to neglect this for community work? According to this view the Pradhan, if not duly compensated for his loss of income and other handicaps in his avocation, may find it defficult to discharge his responsibilities. Indeed a relatively poor but competent man may not be attracted to such an office. It is not fair to shut him out. On the other hand, a rich farmer or a middle class person with mediocre abilities may successfully manoeuvre, himself into the position and exploit it. There is, therefore, a case for compensating a person for possible loss of income and not to put him at a disadvantage simply because he desires to serve the people.

4. In both Andhra and Rajasthan honoraria have been provided for the Presidents of Panchayat Samitis and Zila Parishads. Orissa is considering a similar proposal. The Maharashtra Committee on Democratic Decentralisation has gone further in suggesting remuneration for presidents of Stand ng Committees of the Zila Parishads.

5. The Central Committee of which the Prime Minister is the Chairman, considered this question at its meeting held on 23rd June, 1961. It was felt that work at both the Panchayat Samiti and Zila Parishad levels was heavy and was bound to increase. The elected heads of these institutions would therefore have almost a whole time job. The Committee accordingly expressed the view that there was no escape from paying Presidents of these bodies some allowance but thought that it would be better not to pay salaries as such but only a fixed sum for out-of-pocket expenses including T.A. etc.

6. The points for consideration are:—

(*a*) Whether it is not essential to throw open avenues of public service to all sections of the population;

(*b*) If so, whether having regard to the work load and the time involved there is no need for payment of allowance/honorarium to Pradhans and Up-Pradhans of Panchayat Samitis and Pramukhs of Zila Parishads. Should even the Chairman of Standing Committees become eligible for this?

(*c*) whether such allowance/honorarium should be a fixed sum and on what basis the amount should be fixed.

AGENDA ITEM (3)—CONSIDERATION OF THE RECOMMENDATIONS OF THE ANNUAL CONFERENCE ON COMMUNITY DEVELOPMENT HELD AT HYDERABAD FROM THE 13TH TO THE 15TH JULY, 1961.

The recommendations of the Annual Conference are at pages 1 to 79 An additional note on promotion of All India/State non-official organisations to assist the growth of Panchayati Raj (Agenda item III(6) for the Annual Conference) is attached.

Promotion of All-India/State Non-official Organisations to Assist the Growth of Panchayati Raj.

If Panchayati Raj is to succeed, the creation of institutions of people is alone not enough. As a co-ordinated democratic administration of the people's programme, it entails, firstly, a programme of education and training all along the line. The mass of the people as well as their representatives will have to be educated in the processes of democracy and in the understanding of Panchayati Raj. Secondly, it must ensure that the community development movement, for which it is the means, should be a people's movement based on self-help and co-operation, enlisting their creative energies in the task of raising their own living standards. The movement should thus always retain its dynamism. The main initiative for this, as Sir V. T. Krishnamachari observed in his address to the Development Commissioners "rests with the members of the block and district samities, assisted by voluntary organisations and workers in all areas". Thirdly, it must promote maximum decentralisation of power and authority both vertically within the system itself, and horizontally to associate organisations. The more direct responsibility is assumed by the people and their associate organisations, the more will be the competence of statutory bodies to assume responsibilities of a higher character.

Constant vigilance is required to ensure that Panchayati Raj grows in the directions indicated above.

Panchayati Raj Institutions cannot by themselves with their limited experience develop appropriate attitudes or find solutions to emerging problems nor can the Government be expected to work as the catalyst to a people's programme or to give guidance beyond a particular level. There is thus need for a non-official organisation to keep continuous watch and study problems as they arise, to give objective advice to Panchayati Raj Institutions, to educate the masses in the processes of democracy, to generally propagate through enlightened public opinion the basic principles underlying Panchayati Raj, to maintain the dynamism of the movement and to assist in training programmes for non-officials. Such an organisation will provide a common forum for different Panchayati Raj Institutions to discuss problems of common interest, exchange experiences, formulate ideas and secure guidance for further action. Promotion, education and training, and evaluation would thus be its main responsibilities. To discharge these responsibilities, a federal organisation of a non-political non-partisan character is essential.

It is understood that already organisations are springing up in some States ostensibly for the purpose of representing the interests of Panchayati Raj, Institutions within the State. Their growth on ad hoc patterns of their own is apt to create difficulties later on and may well defeat the objectives in view. It is, therefore, essential that the question should be considered by the Ministers' Conference and a common line of approach formulated.

The following points are relevant in considering this question:—

(*a*) At what levels should non-official organisations be promoted? The establishment of such organisations at the block and district level is

undesirable, as they will duplicate the existing statutory organisations at these levels and may even come into conflict with them, thus hampering rather than helping their growth. Such organisations at the National and State level with, if necessary, branches at the district level, will, however, play a constructive and helpful role.

(*b*) What should be the objects of the non-official organisations at State and National levels? The enclosed note indicates some possible objects and functions in this regard (Appendix 'A').

(*c*) How should the organisations at National and State level be constituted? This is a matter of detail but broadly Panchayats, Panchayat Samitis and Zila Parishads will have to find representation in them as institutional members. For instance, the State level organisations could consist, among others, of all Chairmen of Zilla Parishads and members representing the Panchayat Samitis and the Panchayats in the district. The National level organisation might thus consist among others of all Chairmen of State bodies and other members to be elected by the State bodies.

APPENDIX 'A'

I. *All India Organisations*—

(1) To promote the concept of Panchayati Raj among the people.

(2) To hold zonal and national seminars on Panchayati Raj.

(3) To provide such supervision as it can in the implementation of non-official training programme by different agencies and to assist in the programme of training of trainers of non-officials.

(4) To advise on measures to be taken to promote the welfare of the weaker sections of the community.

(5) To undertake an evaluation of the programme in different States.

(6) To publish a journal on Panchayati Raj.

II. *State Organisation*—

(1) To promote the concept of Panchayati Raj and the growth and development of Panchayati Raj institutions.

(2) To propagate the idea of Panchayati Raj and undertake mass education of the people in the process of democracy and the functions and responsibilities of members of Panchayati Raj institutions.

(3) To organise District, Divisional and State Seminars on Panchayati Raj

(4) To promote training programmes for the people and their representatives including training of instructors of the non-official institutions in States and guidance to non-official training programmes by different agencies.

(5) To work for strengthening of associate organisations at village and higher levels.

(6) To advise on measures to be taken to promote the welfare of the weaker sections of the community.

Agenda Item (4)—POST STAGE II BLOCKS

The earliest Community Development Blocks were started in October, 1952. They will soon be completing ten years of their existence, i.e. both Stage I and Stage II. Thereafter progressively more and more blocks will complete both stages of the programme. It is necessary that the State Governments urgently review the arrangements made for the continuance of the developmental activities and the C.D. programme in these blocks at the end of Stage II.

2. There have been repeated recommendations of the various Development Commissioners' Conferences, as also decisions of the National Development Council and it is also mentioned in the Five Year Plans that the C.D. Block should be treated as the permanent unit of planning and development. It had also been recommended that the staff in the blocks should be placed on a permanent footing. It is further recommended that funds for development out of the State budgets should flow through the blocks organisation. It is expected that the State Governments have been progressively implementing these decisions and in respect of the earliest blocks the arrangements would have been finalised. Where Panchayati Raj has been introduced the block has emerged as a permanent unit of administration at that level and funds for development are flowing in a regular manner.

3. It is necessary that the State Governments review the situation existing in their States in this regard and for this purpose the following suggestions are made:—

(a) The block should be made a permanent unit of planning and development wherever it has not yet been so declared.

(b) The staff at the block level should be made permanent. The Balwantrai Mehta Committee calculated that the States were already meeting part of the cost and as for the additional liability on account of "committed staff" the State Governments have already been advised to refer the matter to the Finance Commission.

(c) Funds are provided under the various developmental programmes in the Third Five Year Plan of the different Development Departments at the State level for programmes which will be implemented at and below the block level. These amounts will progressively increase in volume. It is important that such funds should flow through the block organisation. This is particularly necessary with respect to the Departments of Agriculture, Animal Husbandry, Veterinary, Cooperation, Minor Irrigation, Soil Conservation, Rural Industries, Primary Education, Social Welfare Programmes, Village Communications, Rural Health and Sanitation, Local Development Works, Schemes for Mobilisation of Rural Manpower and similar schemes.

In view of the size of the Third Five Year Plan it is estimated that if these funds are appropriately channelled each block would have annually substantial sums for rural development. They are even likely to be substantially greater than the present sum of Rs. 1 lakh annually provided under C.D Stage II. If these arrangements are finalised early enough there need be no set-back in the rural development programmes when the C.D. blocks complete Stage II.

In the case of States where such arrangements are not finalised in time, it will be necessary for the State Government to make suitable provision of funds so that the programme will not suffer. It is suggested that post Stage II Blocks may be allotted not less than Rs. 1 lakh each per year out of the State's own plan and non-plan allocations so that development activities may continue at least on the same scale as in Stage II.

(*d*) Special mention of post-stage II blocks may be made in the annual plans of the States so as to ensure that attention is focussed to the needs of such blocks.

4. The State Ministers are requested to consider the above proposals.

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In the case of States where such arrangements are not finalised in time, it will be necessary for the State Government to make suitable provisions of funds so that the programme will not suffer. It is suggested that even Stage II blocks may be allotted not less than Rs. 1 lakh each per year out of the State's own plan and more plan allocations so that development activities may continue at least on the same scale as in Stage II.

(d) Special provision of post-stage II blocks may be made in the annual plans of the State so as to ensure that attention is focused on the needs of such blocks.

4. The State Ministers are requested to consider the above proposals.

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